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DEPARTMENT OF TRANSPORTATION AND RELATED AGENCIES APPROPRIATION BILL, 1988

OCTOBER 8 (legislative day, SEPTEMBER 25), 1987.—Ordered to be printed

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Mr. LAUTENBERG, from the Committee on Appropriations, submitted the following

REPORT

[To accompany H.R. 2890]

The Committee on Appropriations, to which was referred the bill (H.R. 2890) making appropriations for the Department of Transportation and related agencies for the fiscal year ending September 30, 1988, and for other purposes, reports to the Senate with various amendments, and presents herewith information relative to the changes recommended.

AMOUNTS OF NEW BUDGET (OBLIGATIONAL AUTHORITY) FOR FISCAL YEAR 1988

Amount of bill passed by the House	$10,891,461,408
Amount of bill as reported to Senate	11,104,443,569
Amount of budget estimates, 1988	8,506,459,569
Fiscal year 1987, enacted	10,525,275,908

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SUMMARY OF MAJOR RECOMMENDATIONS

The major items contained in the bill include:

1. An appropriation of $1,952,731,000 for Coast Guard operating expenses, an increase of $155,731,000 over the fiscal year 1987 level;
2. An appropriation of $3,236,602,000 for Federal Aviation Administration's operating expenses, an increase of $314,602,000 over the fiscal year 1987 level;
3. An appropriation of $1,258,000,000 for Federal Aviation Administration's facilities and equipment, an increase of $451,502,000 over the fiscal year 1987 level;
4. An obligation limitation of $1,335,500,000 on the airport improvements grant program, an increase of $310,500,000 over the fiscal year 1987 level;
5. A Federal-aid highways obligation ceiling of $12,220,000,000;
6. An appropriation of $1,785,690,000 for the mass transit formula grant program;
7. An obligation limitation of $1,187,160,000 on the mass transit trust fund;
8. An appropriation of $595,555,000 for Amtrak;
9. An appropriation of $24,730,000 for safety related projects on the Northeast corridor;
10. An obligation limitation of $49,465,000 on the motor carrier safety grant program;
11. An appropriation of $89,920,000 for operations and research activities of the National Highway Traffic Safety Administration;
12. An obligation limitation of $124,650,000 on the section 402, State and community highway safety grant program; and
13. A funding level of $447,000,000 for the Coast Guard's drug interdiction program.

TOTAL OBLIGATIONAL AUTHORITY PROVIDED—GENERAL FUNDS AND TRUST FUNDS

In addition to the appropriation of $11,104,443,569 in new budget authority for fiscal year 1988, large amounts of contract authority are provided by law, the obligation limits for which are contained in the annual appropriations bill. The principal items in this category are the trust funded programs for Federal-aid highways, for the Mass Transit Capital Fund, and for airport development grants. For fiscal year 1988, estimated obligations limitations total $15,081,420,000.

GENERAL PROVISION

The tables and account summaries that describe the House allowances do not reflect the 2-percent across-the-board reduction contained in the House-passed bill, section 328.

The Committee has deleted this provision from its recommended bill and, therefore, for purposes of illustration and comparison has not used the reduced funding levels which would result if this provision were enacted.

TITLE I—DEPARTMENT OF TRANSPORTATION

OFFICE OF THE SECRETARY

SALARIES AND EXPENSES

Appropriations, 1987	$51,000,000
(By transfer)	(1,013,000)
Budget estimate, 1988	56,991,000
House allowance	38,850,000
(By transfer)	(16,000,000)
Committee recommendation	53,600,000

Section 3 of the Department of Transportation Act of October 15, 1966 (Public Law 89–670) provides for establishment of the Office of the Secretary of Transportation [OST]. The Office of the Secretary is composed of the Secretary's immediate office, the Office of the General Counsel, and five assistant secretarial offices for policy and international affairs, budget and programs, governmental affairs, administration, and public affairs respectively. These secretarial offices have policy development and central supervisory and coordinating functions related to the overall planning and direction of the Department of Transportation, including staff assistance and general management supervision of the counterpart offices in the operating administrations of the Department.

The Minority Business Resource Center is also housed in OST. Its mission is to assist minority business firms in securing contracts on federally assisted transportation projects. In addition, the salaries, administrative expenses, and associated housekeeping costs of certain former Civil Aeronautics Board functions transferred to the Department of Transportation are funded here and in the "Payments to air carriers" appropriation.

The Committee recommends $53,600,000 for the salaries and expenses of the Office of the Secretary of Transportation. This is $3,391,000 below the estimate, $1,250,000 below the House allowance (including transfers of $16,000,000), and $1,587,000 above the fiscal year 1987 enacted level (including $1,013,000 in transfers).

The recommended reduction is composed of management and administrative savings in addition to certain staffing changes described below.

The Committee concurs in House bill language establishing separate appropriations by office. The distribution recommended is as follows:

Office	Budget request	House allowance	Committee recommendations
Immediate Office of the Secretary	$1,145,000	$1,100,000	$1,094,000
(Positions)	(14)	(14)	(14)
Immediate Office of the Deputy Secretary	$609,000	$570,000	$470,000
(Positions)	(11)	(11)	(11)
General Counsel	$6,566,000	$6,100,000	$6,076,000
(Positions)	(109)	(109)	(109)
Policy and International Affairs	$8,408,000	$8,000,000	$7,971,000
(Positions)	(147)	(145)	(145)
Budget and Programs	$2,404,000	$2,300,000	$2,291,000
(Positions)	(40)	(40)	(40)
Governmental Affairs	$2,878,000	$2,475,000	$2,466,000
(Positions)	(53)	(47)	(47)
Administration	$24,884,000	$23,275,000	$23,020,000
(Positions)	(178)	(175)	(175)
Public Affairs	$1,578,000	$1,525,000	$1,520,000
(Positions)	(29)	(29)	(29)
Executive Secretariat	$878,000	$835,000	$831,000
(Positions)	(22)	(22)	(22)
Contract Appeals Board	$496,000	$450,000	$448,000
(Positions)	(7)	(7)	(7)
Office of Civil Rights	$1,341,000	$1,300,000	$1,296,000
(Positions)	(23)	(23)	(23)
Office of Commercial Space Transportation	$548,000	$400,000	$508,000
(Positions)	(9)	(7)	(9)
Office of Small and Disadvantaged Business Utilization	$897,000	$850,000	$847,000
(Positions)	(17)	(17)	(17)
Office of Essential Air Service	[1] $608,000	$2,000,000	$1,771,000
(Positions)	(10)	(32)	(30)
Minority Business Resource Center	$3,000,000	$3,000,000	$2,322,000
Regional representatives	$721,000	$670,000	$669,000
(Positions)	(12)	(12)	(12)
Reception and representation allowance	$30,000	($30,000)	($30,000)
Total	[2] $56,991,000	$54,850,000	$53,600,000
(Positions)	(681)	(690)	(690)

[1] Proposed for consolidation into policy and international affairs and funded for one quarter of fiscal year.

[2] Proposed for consolidation into single salaries and expenses account.

TRANSFER AUTHORITY

The Committee has included bill language (section 334), requested by the Department, to authorize transfers of funds, not to exceed 5 percent, among these accounts subject to the approval of the House and Senate Committees on Appropriations.

DEPARTMENTAL MANAGEMENT

The Committee is disturbed by the managerial and financial weaknesses that continue to plague the Department. For the past several years, the Department's reports required under the Federal Managers Financial Integrity Act [FIA] have indicated that the accounting systems employed by the Office of the Secretary, the Coast Guard, and the Urban Mass Transportation Administration do not conform to the Comptroller General's minimum standards for Government accounting. These flaws have been recognized since 1978 in the case of the Coast

Guard. The Department's proposed general solution for these deficiencies, the departmental accounting and financial information system [DAFIS], will not, however, be ready for implementation until late fiscal year 1988 at the earliest.

The Committee, in its hearings this year, asked the Department's inspector general for his three top priority recommendations for improving the Department's management and strengthening its internal administrative controls. The reply follows:

> Improvement is needed in the control of automatic data processing in the Department. Major weaknesses have been surfaced in regard to the lack of written policies and procedures, failure to control sensitive applications, lack of adequate disaster planning, procurement of noncompatible equipment, poor control of the operating environment and unauthorized use, weak edit routines, and the failure to properly segregate duties. While corrective actions have been implemented in many instances, there are continuing problems reported each year in the ADP area.
>
> Serious accounting system weaknesses are present in the Department, especially in the Coast Guard, Office of the Secretary, and UMTA. Critical problems have surfaced in regard to duplicate payment and overpayment of invoices, failure to comply with IRS information return filing requirements, noncompliance with the Prompt Payment Act, failure to record payables and receivables, inadequate prepayment review of travel claims, failure to process remittances promptly, lack of control over cash receipts, untimely billings and collections and failure to reconcile accounts. While considerable attention is being given to developing adequate departmentwide accounting systems, it will be several years before the problems will be corrected.
>
> A number of significant internal control weaknesses have been reported in the procurement areas such as the failure to properly administer procurements in order to prevent paying for undelivered goods and services, inadequate procurement planning, failure to close out contracts in a timely manner, inclusion of unnecessary unique requirements which lessens competition, inefficient processing and control of workload, and inadequate training and policy direction for procurement personnel.
>
> Instances of problems in grant management and administration have been repeatedly reported. Problems have surfaced in regard to inconsistent grantee control of consultant contracts, inadequate monitoring of grants especially in UMTA, overexpenditure of grant funds, improper usage of grant funds by grantees, an inadequate grants management information system in UMTA, and the inability to control the DBE/WBE programs.

> Inadequate control of personal property continues to surface as a problem in the Department. Weaknesses have been reported in identifying and recording personal property; assigning responsibility over property; reconciling subsidiary records with control accounts; and taking physical inventories and investigating differences. There have also been problems in using property efficiently, disposing of unneeded property, and providing adequate written procedures.

The Committee finds it hard to understand why it apparently takes so long to implement the managerial and financial reform needed to correct these recurrent problems—many of which expose the Government to fraud, waste, and the misuse of public funds and property. This is especially puzzling in light of the fact that one-third of the Senior Executive Service [SES] executives in OST received bonuses ranging from $4,750 to $13,740 for outstanding performance in fiscal 1986.

The Committee expects these deficiencies to be corrected as soon as possible and in no case later than September 30, 1988. The Department should submit a plan for implementing the necessary reforms, including appropriate timetables and benchmarks, to the House and Senate Committees on Appropriations by October 31, 1987.

STAFFING CHANGES

Assistant Secretary for Policy and International Affairs

The Committee has concurred in the reduction of two positions in the immediate Office of the Assistant Secretary on account of budgetary constraints.

Assistant Secretary for Government Affairs

The House terminates the Technology and Planning Assistance Program. The Committee agrees that this funding does not belong in the Office of Government Affairs. Technology dissemination should not be vested in an office whose mission is purely political. At the same time, however, the Committee recognizes the value of having a unit specialized in promoting effective access to the latest transportation-related technology. Accordingly, the Committee recommends transferring the positions and funds for technology and planning assistance from the OST to the Research and Special Programs Administration [RSPA] which, among other things, houses the Department's science advisor and is responsible for multimodal research and development.

Assistant Secretary for Administration

The Committee concurs with the House action in reducing the complement for this office from 178 to 175 positions for reasons of economy and efficiency.

Office of Commercial Space Transportation

The Committee recommends restoration of the two positions deleted by the House. While the Committee agrees with the House that an objective evaluation of OCST organization and grade structure should be conducted, elimination of two positions seems premature and could well impede the development of the in-house capability for safety analysis and regulation provided for under transportation planning, research, and development.

Office of Essential Air Service

The Committee has reduced the House allowance by $117,000 and two positions on the basis of more recent information concerning program requirements.

RESERVATION OF FUNDS

The Committee has deleted House bill language reserving 5 percent of the funds available for OST salaries and expenses until the Department completes rulemakings requiring installation and carriage of: (1) flight data recorders [FDR] and cockpit voice recorders [CVR] on certain categories of commuter aircraft and (2) mode C (altitude reporting) transponders on aircraft operating in radar service areas and above a minimum altitude determined by FAA.

The Committee shares the frustration reflected in this provision and the House report with respect to the scope and pace of FAA's progress on these matters. The transponder rules announced by FAA thus far, for example, would apply to only 32 of the 186 terminal areas with radar service. Similarly, the FDR/CVR rule changes promulgated March 25, 1987, are, while an improvement, still considerably short of the aircraft coverage and capability enhancements recommended by the National Transportation Safety Board. The Committee, therefore, reaffirms its direction, as stated in the Senate Report 100–48, that FAA expedite its current rulemaking to address the NTSB recommendations on CVR's/FDR's. The Committee expects that the resulting rule changes regarding commuter aircraft will be in place no later than December 31, 1987. The Committee also expects FAA to incorporate consideration of NTSB's recommendations regarding other types of aircraft within the current rulemaking. In addition, the Committee has included a general provision inserted by the House in title III requiring adoption of more comprehensive transponder regulations.

SLOT ALLOCATION AT WASHINGTON NATIONAL AND LA GUARDIA

The Committee is concerned with respect to the situation for obtaining slots at Washington National and La Guardia Airports. In this regard it should be noted that Judge Yoder, in the USAIR-Piedmont acquisition case, has determined that slots are unavailable to new entrants at these airports. The Committee, therefore, urges the DOT to give immediate attention to the slot situation at these two airports.

ALASKA MAIL RATE CASE

The Committee is concerned that a mail rate case has not been conducted for the carriage of mail in Alaska under the CAB Sunset Act since 1982. Since that time, the two carriers transporting almost two-thirds of the mail in the State have entered the mail carriage market, and the prior dominant mail carrier has ceased operations. In addition, the distribution patterns of mail throughout Alaska have changed dramatically. The Department of Transportation is directed to institute a new mail rate case to establish a fair and reasonable rate for the carriage of mail within the State of Alaska. Until such time as a new mail rate case is completed and implemented, the January 1, 1987, rate should be effective.

CODE SHARING RIGHTS FOR FOREIGN CARRIERS

Airlines use two letter codes (designator codes) in the Official Airlines Guide, in computer reservations systems, and on tickets to identify the carrier providing the service. For the most part, each carrier has its own code. However, carriers sometimes share their designator codes. Often code sharing is an aspect of agreements between airlines to integrate schedules or operations or both, and the agreements permit some or all of the flights of one of the partners to be identified with the two-letter code of the other airline with whom it has a special relationship. The practice has the effect of elevating connecting service to online status (and frequently a preferential listing vis-a-vis interline connections) in most U.S. airline computer reservations systems.

The Committee is concerned about the potential impact of any unilateral concession of code sharing rights to foreign carriers on the economic health of the U.S. aviation industry. Clearly, code sharing agreements should not be permitted if the results would be to undermine well established restrictions on cabotage or to give foreign carriers an unfair trade advantage and transfer American jobs to our competitors abroad. Thus, the Committee agrees with the House in stressing the importance to be attached to our national economic interests in the formation and execution of international aviation policy.

Under current policy, the Department may authorize code-sharing between domestic and foreign carriers where the latter have authority in the existing bilateral agreement to serve all the U.S. points in question (that is, gateway cities). Likewise, U.S. carriers with authority to serve foreign points are permitted under U.S. law to code-share with a foreign carrier serving those points. Permitting foreign carriers to share codes with bonafide U.S. airlines (that is, those which are entirely independent financially and organizationally of the foreign carrier in question) gives foreign carriers market access to certain U.S. cities but in no way authorizes them to engage in the carriage of domestic traffic between U.S. cities (cabotage) and, therefore, can entail no displacement of U.S. airline employees.

The danger of a negative or prejudicial impact on the U.S. aviation industry thus arises only where a foreign carrier is granted new, expanded code-sharing rights without reciprocal improvements in economic benefits and market access for U.S. carriers.

Although the Committee agrees with the House that such unbalanced agreements should not be permitted, it is questionable whether a blanket prohibition on consideration of code-sharing arrangements as one element of negotiations with our bilateral aviation partners is advisable. It is conceivable that, in some particular instances, selective expansion of code-sharing rights for a foreign carrier or carriers could be part of a broader bilateral agreement substantially enhancing the access of U.S. carriers to foreign markets with a corresponding increase in U.S. earnings and employment. It is also possible that additional domestic business could be generated by such agreements. Thus, proposals involving international code sharing may be properly considered on a case-by-case basis.

Under existing law, moreover, bilateral aviation agreements are intended to achieve a balanced exchange of economic benefits and opportunities. (Section 1102(b) of the Federal Aviation Act of 1958, as amended.) The Committee expects that the administration will comply fully with this requirement and will enter into no agreements involving expanded code-sharing rights for foreign carriers with an overall detrimental impact on the U.S. aviation industry, the U.S. labor force, or existing U.S. gateway airports. The Committee, furthermore, directs the Department to submit a report explaining how these requirements are to be met to the House and Senate Committees on Appropriations prior to concluding any agreements which would entail broader code-sharing rights for foreign carriers within the United States.

TRANSPORTATION PLANNING, RESEARCH, AND DEVELOPMENT

Appropriations, 1987	$3,349,000
By transfer	(650,000)
Budget estimate, 1988	7,500,000
House allowance	....
By transfer	(5,000,000)
Committee recommendation	....
By transfer	(4,900,000)

The Office of the Secretary performs those research activities and studies which can more effectively or appropriately be conducted at the departmental level. This research effort supports the planning, analysis, and information development needed to assist the Secretary in the formulation of national transportation policies. The program is carried out primarily through contracts with other Federal agencies, educational institutions, nonprofit research organizations, and private firms. The University Research Program, transferred back to the OST in fiscal year 1985, provides assistance to colleges, universities, and their students to conduct research in the field of transportation. Special emphasis is placed on assisting historically black colleges and universities to take part in transportation research and on aiding minority students in preparing for careers in transportation. This appropriation also includes the Commercial Space Transportation Program which supports the mission of licensing and promoting the development of a private expendable launch vehicle [ELV] industry.

The Committee recommends $4,900,000 by transfer for transportation planning, research, and development. This is $2,600,000 less than the budget request (disregarding the transfer). It represents an increase, however, of $1,551,000 over the fiscal year 1987 enacted level (excluding $650,000 in transfers) and is $100,000 less than the House allowance.

The Committee recommendation includes the following distribution by activity as compared with the budget request:

	Request	Committee
Transportation policy and planning	$3,235,000	$3,135,000
University research and internships	265,000	265,000
Office of Commercial Space Transportation	4,000,000	1,500,000

Within the total available for contract research, the Committee recommends the following allocation:

National strategic transportation planning study	$650,000
Nashville-Davidson County, TN, long-range transportation planning study	250,000
New York, New Jersey, Connecticut metropolitan region long-range transportation planning study	250,000
Southern New Jersey/southeast Pennsylvania long-range transportation planning study	250,000
Commercial space contracts	750,000

The Committee concurs with the House in restricting travel and other administrative expenses to $200,000.

NATIONAL STRATEGIC TRANSPORTATION PLANNING STUDY

The Committee agrees with the House that the Nation faces major decisions early in the next decade concerning the development and expansion of its transportation infrastructure. These decisions will obviously have a critical bearing on the direction of social development and the potential productivity of our economic system. The Committee is informed, however, that the strategic planning study directed in the House report can be carried out for $650,000 in lieu of the $1,750,000 earmarked by the House. The study, of course, should address all modes of transport, including railroads.

Among the areas that should be included in this study is the Sacramento-San Francisco Bay urban complex.

The Northeastern megalopolis will inevitably be a major focus of any national strategic planning with respect to future transportation problems and requirements. Accordingly, the Committee has earmarked an additional $500,000 specifically for the study of the central segments of the Northeast transportation network.

The Committee also concurs with the House in providing $250,000 for the study of the unique situation presented by Nashville-Davidson County, TN.

OFFICE OF COMMERCIAL SPACE TRANSPORTATION

The Committee approves a total of $1,500,000, the same as the House allowance, for this activity. Of this sum, one-half is for contract research and the remaining $750,000 is available for up to 10 detailees or employees from other Federal agencies to perform this function in-house.

The budget proposed $4,000,000 for contract research. The Committee, however, agrees with the House that the necessary expertise is obtainable at much lower cost from NASA and other Federal agencies.

SLEEP RESEARCH

The Committee has received testimony by experts on the important role that fatigue, sleep disorders, and sleepiness play in transportation mishaps and fatalities.

A recent Office of Technology Assessment conference supported the observation that many Americans are operating motor carriers, airplanes, and other vehicles while fatigued and sleep deprived. Some are involuntarily sleepy because of an undiagnosed sleep disorder such as narcolepsy or sleep apnea. Others experience the lethargy and fatigue associated with disturbed sleep/wake cycles, such as shiftwork, long distance flying, and jetlag. Still others experience a cumulative sleep debt due to a chronic pattern of trying to get by every day on an hour or two less sleep than is required to keep them alert.

The Committee requests the Secretary to use a portion of the planning, research, and development budget to study the extent of this emerging issue and develop mechanisms to monitor the frequency and timing of these problems, and reduce the frequency of these sometimes devastating mishaps.

Limitation on Working Capital Fund

Appropriation, 1987	
(Limitation)	($65,500,000)
Budget estimate, 1988	3,915,000
(Limitation)	(149,469,000)
House allowance	2,000,000
(Limitation)	(135,000,000)
Committee recommendation	1,900,000
(Limitation)	(134,527,000)

The working capital fund [WCF] provides for centralized financing of certain common administrative services (e.g., publishing and graphics and computer services) in the interest of economy and efficiency. The fund is reimbursed from the appropriations of the operating agencies of the Department at rates that recover all operating expenses in full.

The bill includes a limitation on the WCF of $134,527,000. This is a reduction of $14,942,000 from the budget request and is $473,000 below the House allowance. It is an increase, however, of $69,027,000 over the fiscal year 1987 limitation. The limitation recommended reflects an assortment of savings in the overhead services provided through the WCF.

The majority of the increase in the obligation limitation, $65,435,000 is required to provide the obligation authority in the WCF to allow for improved accounting records for payments made on behalf of the Department for: headquarters SLUC ($58,348,000), unemployment compensation ($3,000,000), General Services Administration [GSA] building maintenance ($3,937,000), and the employees contributing to parking

($150,000). These payments are WCF-related and should be included in the fund to ensure proper accounting and accurate financial statements. One billing is made to the Department and paid through the Office of the Secretary [OST], but budgeted by the operating administrations and OST or DOT employees. The current accounting treatment of these costs does not provide adequate accounting backup as they are not established as true obligations in the accounting records. With the obligation authority, the Department will have improved tracking on the status of obligations, payables, and receivables.

An appropriation of $3,915,000 is also requested to provide for the development of a departmentwide accounting and financial information system and for office space reduction activities. The Committee recommends $1,685,000, $100,000 less than the House allowance, for DAFIS and $215,000 for office space reduction. Any further costs for these activities are to be absorbed.

PAYMENTS TO AIR CARRIERS

Appropriations, 1987	$30,000,000
Budget estimate, 1988	....
House allowance	38,000,000
Committee recommendation	32,000,000

The Secretary of Transportation now administers the section 419 Subsidy Program, which was created as part of the Airline Deregulation Act of 1978. Subsidy under this program is paid to airlines, primarily commuter carriers, to support the provision of essential air service to points that would not be served but for the subsidy. The payments to the air carriers program is scheduled to expire on October 24, 1988. The Administrator proposes to terminate the program a year early and no new funds were requested in the budget.

The Committee recommends $32,000,000 for fiscal year 1988 payments to air carriers, which is $6,000,000 less than the House allowance.

The following table shows the carriers and communities participating in this program in fiscal 1987.

CARRIERS RECEIVING LONG-TERM SECTION 419 COMPENSATION AND THE COMMUNITIES SERVED

Carriers	Communities served	Estimated annual compensation
Air LA	Blythe, CA	$401,958
Air Midwest	Dodge City, Garden City, Goodland, Great Bend, Hays, Hutchinson, Parsons/Independence KS; Lamar, CO; Liberal, KS/Guymon, OK, El Dorado/Camden, Hot Springs, Harrison, Jonesboro, AR.	2,581,055
Alaska Airlines	Cordova, Gustavus, Petersburg, Wrangell, Yakutat, AK.	1,414,021
Alliance Airlines	Manistee/Ludington, MI; Manitowoc, WI; Marinette, WI/Menominee, MI.	1,113,230
Alpine Aviation	Moab, UT	172,930

CARRIERS RECEIVING LONG-TERM SECTION 419 COMPENSATION AND THE COMMUNITIES SERVED—Continued

Carriers	Communities served	Estimated annual compensation
Atlantic Southeast Airlines	Gadsden, AL	$183,137
Atlantis Airlines	Moultrie/Thomasville, GA	427,211
Bar Harbor Airlines	Lewiston/Auburn, ME	209,092
Bemidji Airlines	Mankato, Worthington, MN	285,335
Big Sky Airlines	Glasgow, Glendive, Havre, Lewistown, Miles City, Sidney, Wolf Point, MT; Williston, ND.	1,549,390
Brockway Air	Massena, Ogdensburg, Plattsburgh, Saranac Lake, Watertown, NY.	936,356
CCAIR	Athens, GA; Danville, VA; Winston-Salem, NC; Rocky Mount, NC.	657,435
Centennial Airlines	Worland, WY	352,655
Chitina Air Service	Boswell Bay, Cape Yakataga, Icy Bay, AK	98,217
Christman Air System	Beckley, Princeton/Bluefield, WV	532,772
Colgan Airways	Clarksburg, Morgantown, WV; Elkins, WV; Hot Springs, VA.	639,715
Crown Airways	Oil City/Franklin, PA	128,504
Direct Air	Kokomo/Logansport/Peru, IN	355,756
Exec Airlines	Ponce, PR	266,848
Exec Express	Enid, McAlester, Ponca City, OK; Brownwood, Paris, Temple, TX.	1,433,500
40-Mile Air	Chisana, AK	13,582
Friendship Air Alaska	Cape Newenham, Cape Romanzof, Central, Circle, Nyac, AK.	115,277
Golden Pacific Airlines	Kingman, AZ; Winslow, AZ	501,914
GP Express Airlines	Hastings, Kearney, McCook, NE; Alliance, Chadron, Sidney, NE.	1,261,332
Great Lakes Aviation	Clinton, Ottumwa, IA	720,809
Green Hills Aviation	Kirksville, MO; Mt. Vernon, IL	611,885
Harbor Air Service	Seward, AK	53,331
Horizon Air	Ephrata/Moses Lake, WA; Salem, OR	347,111
Mesa Air Shuttle	Alamogordo/Holloman AFB, NM; Hobbs, NM; Gallup, NM; Silver City/Hurley/Deming, NM.	652,068
Mesaba Aviation	Brookings, Huron, Mitchell, SD; Devils Lake, Jamestown, ND.	1,149,512
Midcontinent Airlines	Columbus, Norfolk, NE; Yankton, SD	692,323
MST Aviation	Beloit/Janesville, WI	261,050
Peninsula Airways	Atka, AK; St. George, AK; Akhiok, Alitak/Lazy Bay, Amook Bay, Karluk, Kitoi Bay, Larsen Bay, Moser Bay, Old Harbor, Olga Bay, Ouzinkie, Parks/Uyak, Port Bailey, Port Lions, Port Williams, San Juan/Uganik, Seal Bay, Terror Bay, West Point, Zachar Bay, AK.	690,054
Precision Airlines	Montpelier/Barre, VT	188,191
Prime Air	Clarksville, TN/Fort Campbell/Hopkinsville, KY.	292,402
Propheter Aviation	Sterling/Rock Falls, IL	248,011
Ryan Air	Council, AK	3,600
Simmons Airlines	Jackson, MI; Sault Ste. Marie, MI	492,631
Sky West Airlines	Cedar City, UT; Page, AZ; Ely, NV; West Yellowstone, MT.	888,300
Sportsman Flying Service	May Creek, McCarthy, AK	17,801
WestAir Airlines	Crescent City, CA	154,660
Wings West Airlines	Merced, CA	290,026
Total		23,384,987

CARRIERS THAT RECEIVED FINAL HOLD-IN-RATES, FISCAL YEAR 1987[1]

Carriers	Communities served	Annual compensation
Frontier	North Platte, Scottsbluff, NE	$1,128,040

[1] First 6 months of fiscal year 1987. Annual compensation cannot be accurately estimated because the amount of hold-in subsidy depends on how many and when carriers file notice to leave points, how long they are held in, and how promptly claims are filed.

CARRIERS RECEIVING INTERIM HOLD-IN COMPENSATION, FISCAL YEAR 1987[1]

Carriers	Communities served	Estimated annual compensation
Rocky Mountain	North Platte, Scottsbluff, Grand Island, NE	$235,000
Britt Airways	Sterling-Rock Falls, IL	4,053
Air Wisconsin	Benton Harbor, Battle Creek, MI	40,000
Total		279,053

[1] First 6 months of fiscal year 1987. Annual compensation cannot be accurately estimated because the amount of hold-in subsidy depends on how many and when carriers file notice to leave points, how long they are held in, and how promptly claims are filed.

COAST GUARD

SUMMARY OF FISCAL YEAR 1988 PROGRAM

The U.S. Coast Guard, as it is known today, was established on January 28, 1915, through the merger of the Revenue Cutter Service and the Lifesaving Service. In 1939, the U.S. Lighthouse Service was transferred to the Coast Guard followed by the Bureau of Marine Inspection and Navigation in 1942. The Coast Guard has as its primary responsibilities the enforcement of all applicable Federal laws on the high seas and waters subject to the jurisdiction of the United States; promotion of safety of life and property at sea; assistance to navigation; protection of the marine environment; and maintenance of a state of readiness to function as a specialized service in the Navy in time of war (14 U.S.C. 1, 2).

The Committee recommends a total program level of $2,677,550,000 for the activities of the Coast Guard in fiscal year 1988. The following table summarizes the Committee's recommendations:

[In thousands of dollars]

Program	Fiscal year 1987 level	Budget request	House allowance	Committee recommendations
Operating expenses	[1] 1,869,000	1,964,813	[2] 1,879,400	1,952,731
(By transfer)	(18,943,000)			
Acquisition, construction, and improvements	[3] 498,000	277,893	[4] 260,800	270,600
Alteration of bridges			1,000	990
Retired pay	364,000	386,700	386,700	386,700
Reserve training	64,400	69,142	66,300	65,500
Research, development, test, and evaluation	20,000	20,119	20,000	19,700
Boat safety [4]	30,000	15,000	15,000	30,000
Other Coast Guard activities	2,000			
Total	2,847,400	2,733,667	2,628,400	2,726,221

[1] Includes $75,000,000 in DOD Appropriations Act, 1987.

[2] House assumes $70,000,000 in addition to be funded by DOD.

[3] Includes $200,000,000 in "Coastal defense augmention" account.

[4] Limitation on obligations.

OPERATING EXPENSES

Appropriations, 1987	$1,797,000,000
(By transfer)	(18,943,200)
Budget estimate, 1988	1,964,813,000
House allowance	1,879,400,000
Committee recommendation	1,952,731,000

The "Operating expenses" appropriation provides funds for the operation and maintenance of multipurpose vessels, aircraft, and shore units strategically located along the coasts and inland waterways of the United States and in selected areas overseas.

The program activities of this appropriation fall into the following categories:

Search and rescue.—One of its earliest and most traditional missions, the Coast Guard maintains a nationwide system of boats, aircraft, cutters, and rescue coordination centers on 24-hour alert.

Aids to navigation.—To help the mariner determine his location and avoid accident, the Coast Guard maintains a network of manned and unmanned aids to navigation along our coasts and on our inland waterways, and operates radio stations in the United States and abroad to serve the needs of the armed services and marine and air commerce.

Marine safety.—The Coast Guard insures compliance with Federal statutes and regulations designed to improve safety in the merchant marine industry and operates a recreational boating safety program.

Marine environmental protection.—The primary objectives of this program are to minimize the dangers of marine pollution and to assure the safety and security of U.S. ports and waterways.

Enforcement of laws and treaties.—The Coast Guard is the principal maritime enforcement agency with regard to Federal laws on the navigable waters of the United States and the high seas, including fisheries, drug smuggling, illegal immigration, and hijacking of vessels. Drug law enforcement now consumes the largest amount of operating expenses resources.

Ice operations.—In the Arctic and Antarctic, the Coast Guard icebreakers escort supply ships, support research activities, and Department of Defense operations, survey uncharted waters, and collect scientific data. The Coast Guard also assists commercial vessels through ice-covered waters.

Military readiness.—During peacetime the Coast Guard maintains an effective state of military preparedness to operate as a service in the Navy in time of war or national emergency at the direction of the President. As such the Coast Guard has primary responsibility for ports, waterways, and navigable waters up to 200 miles offshore.

Headquarters administration.—The headquarters administration activity provides executive direction and servicewide administrative support at the headquarters location of the Coast Guard.

The Committee recommendation for Coast Guard operating expenses is $1,952,731,000, including $15,000,000 from the "Boat safety" account. This is $12,082,000 below the estimate, $73,331,000 over the appropriation approved by the House, and $155,731,000 over the enacted fiscal year 1987 appropriation. The Committee allowance restores one-half of the House reductions for supplies and materials and slippage in the 270 medium endurance cutter program. The Committee also assumes additional program efficiencies totaling $7,078,000.

The amount provided includes funding necessary for part year operation of the two aerostats based in the Bahamas (Cariball and Cariball II). The Committee understands that the Coast Guard and Customs Service are working out an agreement for the orderly transfer of operational responsibilities for these two assets from the Customs Service to the Coast Guard during fiscal 1988. The Committee expects that the two agencies, pending a final agreement, will cooperate to assure that there is no interruption in the operations of the aerostats.

The Committee expects that the amount recommended will be adequate to support the 38,036 military positions and 4,709 civilian positions requested in the budget. The Committee also intends that this appropriation will cover the costs of the anticipated military pay raise.

DRUG INTERDICTION

The Committee agrees with the House in again including bill language setting a minimum level of drug enforcement funding. Under this provision, not less than $447,000,000 of the funds recommended for operating expenses must be committed to drug enforcement. This is an increase of more than $74,000,000, or 19.8 percent, over the level earmarked for drug enforcement for the current fiscal year.

The importance of aggressive prosecution of this vital mission is hard to overemphasize in light of the horrible toll exacted by drug abuse and the corrupting influence of trafficking organizations.

The Committee is, therefore, disturbed to note that the Coast Guard, despite continuing increases in funding, projects no significant change in the level of general law enforcement effort as measured by cutter and aircraft operating hours. In fact, both cutter hours and aircraft hours are estimated to decline from the levels originally predicted for the current fiscal year (from 217,500 to 210,000 hours for cutters and from 31,880 to 27,000 hours for aircraft). The respective estimates for fiscal 1988 are: Cutters—217,500 hours; aircraft—28,000 hours.

When asked to explain this apparent anomaly at this year's hearings, the Coast Guard responded:

> Fiscal year 1988 budget projections reflected the reality that there would be continued pressure to reduce expenditures and thus restrict budgetary growth.

However that may be, the Committee is again increasing the resources allotted to interdiction and expects that this higher level of funding will translate into proportionally higher levels of law enforcement operations.

The Committee also agrees with the House on the need for more reliable and objective measures of program performance in drug enforcement. In the absence of such indicators, it is extremely difficult to make informed judgments with respect to the allocation of scarce resources among the various programs and agencies that have, at least ostensibly, some role in the national effort to control drug abuse and suppress trafficking in illicit substances. This, of course, compounds the problems of interagency coordination and policy integration that continue to plague the antidrug abuse effort. Without better performance measures, a genuinely comprehensive national drug abuse strategy that strikes the proper balance between supply reduction and demand reduction will be little more than a pious hope.

The Committee also shares the House frustration at the recent contretemps between the Coast Guard and Customs Service with respect to the air interdiction program. The Committee expects this dispute to be resolved forthwith within the guidelines recently established by the National Drug Policy Board.

The Committee notes the decline in marijuana seized in the Mid-Atlantic and New England regions of the United States and hopes that this is an indication that the increased resources provided to the Coast Guard in the last several years are producing favorable results. In calendar 1986, for example, the Coast Guard made 24 seizures of marijuana totaling 624 pounds in this region. As of June 30 of this year, marijuana seizures amounted to only 3 pounds. On the other hand, the dramatic increases in cocaine seizures in these same areas give rise to the concern that Coast Guard efforts are simply resulting in changing patterns in drug smuggling routes and the nature of the contraband carried. Therefore, the Committee expects that the additional law enforcement resources provided in this bill will be utilized, in part, to counteract this threat, especially along the New York and New Jersey shoreline.

OIL SPILL PREVENTION STUDY

Last year the Committee directed the Coast Guard to conduct a study of oil spill prevention in restricted waterways focusing on a series of recent major oil spills occurring in the Delaware River. The study has not been completed. However, the Coast Guard has apparently begun to initiate measures to prevent future spills in the Delaware. As a result of Coast Guard meetings with the Marine Advisory Committee, the Coast Pilot has been amended and new navigation guidelines for the bay and the Delaware River have been issued. These guidelines include: the requirement that vessels transiting above the Chesapeake and Delaware Canal have a manned anchor detail of two qualified personnel stationed on the forecastle; the requirement that vessels calling at Marcus Hook have tugs alongside and made fast between lighted buoy 6B and buoy 8B for anchoring or docking; the requirement that diesel vessels change over to lighter fuel to ensure better maneuverability prior to their arrival at the upper end of Liston Ridge; the requirement that it be established that both steering engines and all main generators are operational upon assuming responsibility for the pilotage of a vessel and during the initial master/pilot exchange of information, and the requirement that all steering and main propulsion failures are to be considered a hazardous condition and must be reported to the Coast Guard.

The Committee expects to receive the Coast Guard's full report on the study not later than October 31, 1987.

SHIPMENTS AND TRANSFERS OF HAZARDOUS MATERIALS

Shipments and transfers of hazardous materials potentially pose a very dangerous situation at our ports and waterfront facilities. The Coast Guard conducts inspection and enforcement activities at all ports where vessels transfer bulk and packaged hazardous materials to and from waterfront facilities.

However, the Coast Guard has no full-time hazardous materials inspectors. It conducts this inspection program in a manner similar to most of its other multimission programs. Some States also conduct similar inspections on waterfront facilities but the Coast Guard does not maintain information on which States are making inspections nor does it monitor the activities of those States which are known to make inspections. The Committee is concerned about inefficiencies resulting from a lack of coordination between the Coast Guard and the States, particularly in light of limitations on available Federal resources.

Therefore, the Committee directs the Coast Guard, in cooperation with the Research and Special Programs Administration, to establish and maintain an information baseline as to the scope and nature of State inspection activity so that improved coordination and more efficient use of inspection resources can be achieved.

PLASTIC POLLUTION FROM SHIPS

The Committee is concerned about the growing hazards to the marine environment from uncontrolled discharges of garbage, including plastics, from ships into the oceans. The disposal of plastics can kill or harm marine species and other wildlife through entanglement and ingestion. Additionally, maritime nations including the United States are experiencing extensive beach litter problems attributed largely to the disposal of shipboard generated garbage.

The Committee acknowledges the Coast Guard's efforts in support of U.S. ratification of annex V (regulations for the prevention of pollution by garbage from ships) of the International Convention for the Prevention of Pollution From Ships, as revised by the 1978 protocol relating thereto (Marpol 73/78); and in the preparation of corresponding implementing legislation. The Committee is also aware of U.S. efforts at the International Maritime Organization in coordinating the development of international guidelines to assist in effective implementation and enforcement of annex V of Marpol 73/78.

The Coast Guard, as a lead agency, is directed to provide the Senate and House Committees on Appropriations with a report which should include the following: a review of the status of the entry into force of annex V internationally; an account of progress on the development of the supplemental international guidelines, and a description of the Coast Guard's plan for assuring effective enforcement of both the provisions of these international agreements and U.S. domestic law. The report should also specifically address any additional legal authority that may, in the Coast Guard's view, be helpful in improving enforcement in this area. The report should be submitted by April 1, 1988.

COAST GUARD YARD PERSONNEL

The Committee is concerned about the adverse effects of arbitrarily imposed personnel ceilings on the industrial work force at the Coast Guard yard in Curtis Bay, MD. The yard is the Coast Guard's largest industrial facility and has been an important source of shipbuilding and ship repair work for the Coast Guard since 1899. During this period, the yard has also functioned as a key element in the Navy's shipyard mobilization base.

Unfortunately, the civilian hiring ceiling imposed on the yard by the Office of Management and Budget have hindered the Coast Guard's ability to use the yard to the maximum extent possible. Projections for overtime work at the yard over the next 5 years run as high as 58 percent for some quarters, with an average annual rate of 24 percent. Unfortunately, even with this extraordinary amount of overtime, the yard will still experience significant backlogs due to the lack of personnel which will force the contracting out of work even if no A-76 review has been done.

The Committee notes that contracting out at the yard, largely a result of problems created by the FTE ceiling, has increased costs for the Coast Guard. In the early 1980's, the yard contracted out ship crane maintenance due to the personnel ceiling. Costs associated with contracting this task became so excessive, running over 35 percent more than if performed by yard personnel, that the yard was forced to bring the crane maintenance function back under control of its civilian work force. Unfortunately, limitations imposed by the FTE ceiling may force the yard to contract this exact same function in the near future. The Committee believes that such an action would be inconsistent with prudent fiscal and budgetary policy.

Because of these concerns, the Committee directs the Department of Transportation to permanently eliminate the FTE ceiling for industrial activities at the yard. The Committee notes that personnel positions would then be filled subject to assigned workload and available appropriations. It is the Committee's intent that this action will provide the Coast Guard with a more flexible ship repair and maintenance program at the yard and will lower costs for these services to the taxpayer.

ACQUISITION, CONSTRUCTION, AND IMPROVEMENTS

Appropriations, 1987	$298,000,000
Budget estimate, 1988	277,893,000
House allowance	260,000,000
Committee recommendation	270,600,000

This appropriation provides for the major acquisition, construction, and improvement of vessels, aircraft, shore units, and aids to navigation operated and maintained by the Coast Guard. Currently, the Coast Guard has in operation approximately 250 cutters, ranging in size from 65-foot tugs to 399-foot polar icebreakers, more than 2,000 boats, and more than 175 helicopters and fixed-wing aircraft. The Coast Guard also operates approximately 600 stations, support and supply centers, communications facilities, and other shore units. The Coast Guard provides over 45,000 navigational aids—buoys, fixed aids, lighthouses, and radio navigational stations.

For acquisition, construction, and improvements, the bill includes $270,600,000, which is $10,600,000 more than the House allowance, $7,293,000 less than the budget request, and $27,400,000 less than the fiscal 1987 enacted level.

The House allowance assumes the availability of $13,800,000 in carryover funds and an assortment of programmatic efficiencies and constraints totaling $4,343,000. The Committee recommendation restores the reduction from the estimate based on carryover balances; increases the House programmatic reductions by $2,950,000, and reduces administrative costs by an additional $250,000.

The following table summarizes the Committee's programmatic recommendations:

	House program level allowance	Committee recommendations
Vessels	$192,400,000	$192,400,000
Aircraft		
Command, control, and communications	2,000,000	2,000,000
Shore facilities	51,000,000	48,050,000
Aids to navigation	3,400,000	3,400,000
Administration	25,000,000	24,750,000
Total	273,800,000	273,550,000
Military positions	331	331
Civilian positions	238	238

Vessels.—The Committee recommends the full budget request of $192,400,000 for vessel acquisition and improvement. This includes, *inter alia*: $10,000,000 for the WMEC–270 medium endurance cutter program; $1,500,000 for development and testing of a replacement lifeboat prototype; $2,000,000 for development of plans for replacement of a Polar icebreaker; $39,000,000 for the midlife maintenance program for the 210-foot medium endurance cutters; $139,000,000 for the fleet renovation and modernization [FRAM] of 370-foot high endurance cutters; and $900,000 for vessel survey and design.

Command, control, and communications.—The Committee has approved $2,000,000. This includes: $1,400,000 for acquisition of three minicomputers as part of planned improvements in procurement information management; and $600,000, a reduction of $100,000, for advanced design.

Shore facilities.—The Committee recommends $48,050,000, a reduction of $3,950,000 from the request.

Aids to navigation.—The Committee concurs with the House in recommending no increase over fiscal 1987 ($3,900,000) for this program. This is a reduction of $2,800,000 from the estimate. The allowance includes $1,400,000 for lighthouse automation and $2,000,000 for waterways aids to navigation.

Administration.—The Committee has approved $24,750,000. The reduction of $443,000 below the estimate reflects an assortment of management and administrative savings.

The recommended amount is an increase of $2,750,00 over the enacted fiscal 1987 level and includes $19,800,000 for personnel compensation and benefits. This will support the request for 331 military and 238 civilian positions which represents an increase of 34 military and 14 civilian positions.

CONTRACTOR WARRANTIES

The Committee concurs with the House in continuing bill language requiring written warranties for all major Coast Guard system acquisitions. The Committee expects that the Coast Guard will fully implement this requirement in accordance with the guidelines spelled out in the House report.

CAPE MAY BEACH EROSION

The Committee is concerned about the continued beach erosion at training center Cape May and in the local vicinity. This is a serious problem which, if not solved, will soon jeopardize Federal property and facilities valued at approximately $175,000,000. The Committee's understanding is that the problem has been fully studied by the Army Corps of Engineers, and that the Coast Guard is considering requesting funding to cover its share of the project costs. It cannot be too strongly emphasized that this is an urgent problem which is getting significantly worse year by year. The high water line has already intruded over 1,200 feet into Federal property and continues to intrude at a rate of approximately 30 feet per year. Having already lost a rifle range, the training center will lose another covered firing range and the helicopter autorotation practice pad by 1990. Soon the air station hangar, office, and shop structure will be in jeopardy.

The Coast Guard is expected to continue its efforts to solve this problem in accordance with the provisions of the Water Resources Development Act of 1986 (Public Law 99–662). In particular, special effort should be made to work closely with local municipalities and the Army Corps of Engineers to facilitate the necessary funding by all concerned parties as soon as possible. If a cost-sharing funding arrangement is successfully negotiated in the near term, the Committee expects the Coast Guard to submit a plan for financing its share of the costs from unobligated balances under this account without delay to the House and Senate Committees on Appropriations.

ALTERATION OF BRIDGES

Appropriations, 1987	
Budget estimate, 1988	
House allowance	$1,000,000
Committee recommendation	990,000

The "Alteration of bridges" appropriation provides funds for the Coast Guard's share of the cost of altering or removing bridges obstructive to navigation. Under the provisions of the Truman-Hobbs Act of June 21, 1940, as amended, (33 U.S.C. 511 et seq.) the Coast Guard, as the Federal Government's agent, is required to share with owners the cost of altering railroad and publicly owned highway bridges which obstruct the free movement of navigation on navigable waters of the United States in accordance with the formula established in 33 U.S.C. 516.

The Committee recommends $990,000 which is $10,000 below the House allowance. There was no budget request.

The CSX Railroad Bridge over the Pascagoula River was built in 1904 and, because of its narrow passageway of 82 feet, has stymied economic development up river. The Committee is informed that Jackson County, MS, is applying for Truman-Hobbs funds to widen the span to 140 feet. The recommended sum includes $495,000 for the preliminary design and site preparation work on this project.

The Committee also concurs in the House allowance of $495,000 for design and construction planning on alterations to the Norfolk & Southern Railroad Bridge at Hannibal, MO, subject to a determination that the bridge represents an unreasonable obstruction to navigation.

FATHER BAKER BRIDGE

The Committee has inserted bill language, section 333, declaring the Union Canal in the city of Buffalo, NY, a nonnavigable waterway. The Committee is aware that the Father Baker Bridge, which spans this waterway is deteriorating and must be replaced soon as a safety measure. The bridge has a clearance of 100 feet, and was built to accommodate navigation by large vessels passing through the Union Ship Canal. Only three large vessels have used the canal in 4 years, and none in almost a year. The only existing commercial business upstream of the bridge has filed for bankruptcy. The only economically feasible replacement for the existing bridge is a low-level bridge design that has been approved by Federal, State, and local authorities. In order to allow this important safety project to proceed, the Committee finds that a portion of the waterway in nonnavigable under relevant Federal law.

RETIRED PAY

Appropriations, 1987	$364,000,000
Budget estimate, 1988	386,700,000
House allowance	386,700,000
Committee recommendation	386,700,000

The "Retired pay" appropriation provides for retired pay of military personnel of the Coast Guard and Coast Guard Reserve, members of the former Lighthouse Service, and for annuities payable to beneficiaries of retired military personnel under the retired serviceman's family protection plan (10 U.S.C. 1431–1446) and survivor benefit plan (10 U.S.C. 1447–1455), and for medical care of retired personnel and their dependents under the Dependents Medical Care Act. The average number of personnel on the retired rolls is estimated to be 25,139 in fiscal year 1988, as compared with an estimated 24,728 in fiscal year 1987 and 24,254 in fiscal year 1986.

The bill includes $386,700,000 for retired pay, which is the same as the House allowance and the budget request.

RESERVE TRAINING

Appropriations, 1987	$64,400,000
(By transfer)	(1,200,000)
Budget estimate, 1988	69,142,000
House allowance	66,300,000
Committee recommendation	65,500,000

The Coast Guard Reserve was established by Act of Congress in February 1941, to provide qualified individuals and trained units for active duty in time of war or national emergency. This objective is now being accomplished through formal training and augmentation of regular forces in the performance of peacetime missions during domestic emergencies and during routine and peak operations. The program activities fall into the following categories:

Initial training.—For non-prior-service trainees.

Continuing training.—For officer and enlisted personnel through the performance of drills and annual active duty training.

Operation and maintenance of training facilities.—For the day-to-day operation and maintenance of Reserve training facilities, including organized Reserve training units.

Administration.—For all administrative functions required in the operation of the Reserve Forces Program.

The bill includes $65,500,000 for Reserve training, which is $800,000 less than the House allowance, and $3,642,000 less than the budget request. For budgetary reasons, the Committee concurs with the House in denying the requested 500 position increase in the Selected Reserve. The amount recommended is, nonetheless, $1,100,000 above the fiscal 1987 level.

RESEARCH, DEVELOPMENT, TEST, AND EVALUATION

Appropriations, 1987	$20,000,000
Budget estimate, 1988	20,119,000
House allowance	20,000,000
Committee recommendation	19,700,000

The Coast Guard's Research and Development Program seeks to improve the tools and techniques with which Coast Guard carries out its varied operational missions and to increase the knowledge base upon which it depends to fulfill its regulatory responsibilites.

The bill includes $19,700,000 for research, development, test, and evaluation, which is $419,000 less than the budget request and $300,000 less than the House allowance.

The Committee recommendation for funding distribution is as follows:

Program	Fiscal year 1987 appropriation	Fiscal year 1988 budget estimate	House allowance	Committee recommendation
Search and rescue	$600,000	$600,000	$600,000	$600,000
Aids to navigation	1,700,000	1,400,000	1,400,000	1,400,000
Marine safety	900,000	1,100,000	1,100,000	1,100,000
Marine environmental protection	600,000	600,000	600,000	600,000
Enforcement of laws and treaties	1,200,000	1,200,000	1,200,000	1,200,000
Personnel support	200,000	300,000	300,000	300,000
Patrol boat replacement	500,000	600,000	600,000	600,000
WBL/WLM (buoy tender) replacement	500,000	600,000	600,000	600,000
Advanced marine vehicles	1,000,000	1,400,000	1,400,000	1,400,000
Other multimission	2,600,000	2,900,000	2,781,000	2,481,000
RDT&E support and operations	2,500,000	2,100,000	2,100,000	2,100,000
Administration	7,700,000	7,319,000	7,319,000	7,319,000
Total	20,000,000	20,119,000	20,000,000	19,700,000
Military positions	79	52	52	52
Civilian positions	104	80	80	80

The amount provided for administration will support the requested complement of military and civilian positions.

OCEAN DUMPING ENFORCEMENT

Also included is $994,000 to support the installation and evaluation of technology for monitoring sludge and garbage carrying vessels. Contamination from lawful ocean dumping has forced the closure of several eastern seaboard beaches this summer. More effective enforcement is clearly needed.

Sludge vessels

The technology to be installed on sludge dumping vessels will make it possible to determine the volume of material carried, the position of the vessel, and the time and location of the release of the sludge into the marine environment. The Committee assumes that $729,000 will be devoted to the establishment and operation of this tracking system in the New York-New Jersey area, including $544,000 for the manufacture and installation of tracking devices on vessels receiving permits for use of the designated 106 mile site.

Garbage Vessel Pilot Program

The remaining $165,000 is to support a pilot program for the development of similar surveillance technology for garbage vessels. Tracking devices will be installed on five vessels to evaluate the feasibility and effectiveness of electronic monitoring in the enforcement of garbage disposal regulations.

The Committee expects that the Coast Guard will continue to fund the Maritime Fire and Safety Association's research and training project on the Willamette and Columbia Rivers in Oregon and Washington.

OFFSHORE OIL POLLUTION COMPENSATION FUND

Appropriations, 1987	$1,000,000
Budget estimate, 1988	....
House allowance	....
Committee recommendation	....

Title III of the Outer Continental Shelf Lands Act Amendments of 1978 provides for an oil pollution compensation fund to pay compensation for damages, including cleanup resulting from oil spills as a result of loading, offloading, or transit activities taking place on the Outer Continental Shelf. Receipts are generated from a fee on Outer Continental Shelf oil.

The bill includes the requested authority to borrow from the Secretary of the Treasury should appropriations be insufficient to meet obligations. The bill also includes the requested language limiting total fund obligations to $60,000,000 in fiscal year 1988.

DEEPWATER PORT LIABILITY FUND

Appropriations, 1987	$1,000,000
Budget estimate, 1988	
House allowance	
Committee recommendation	

The Deepwater Port Liability Fund was established to provide a system for determination and settlement, without fault, of claims for all cleanup costs and damages incurred, but not otherwise compensated, as a result of discharges of oil into the marine environment from deepwater port activities. (33 U.S.C. 1517(f)).

Fund resources accrue from fees on oil transiting deepwater port facilities. The Deepwater Port Amendments Act of 1984 suspended the fee, beginning on September 25, 1984, so long as fund balances total not less than $4,000,000. The current fund balance is $4,658,000.

The Committee concurs with the House in including bill language limiting fund obligations to $50,000,000 and providing authority to borrow from the Secretary of the Treasury should additional resources be required.

BOAT SAFETY

(LIQUIDATION OF CONTRACT AUTHORIZATION—TRUST FUND)

Appropriations, 1987	($30,000,000)
Budget estimate, 1988	(15,000,000)
House allowance	(15,000,000)
Committee recommendation	(30,000,000)

This account provides financial assistance for a coordinated national Recreational Boating Safety Program for the several States. Title 46 United States Code, section 13106, establishes a "Boat safety" account from which the Secretary may allocate and distribute matching funds to assist in the development, administration, and financing of qualifying State programs. The "Boat safety" account consists of amounts transferred from the highway trust fund which are derived from the motorboat fuel tax (9 cents per gallon). The total transferred may not exceed $45,000,000. Receipts in excess of $45,000,000 are transferred to the Land and Water Conservation Fund, and the "Sport fish restoration" account, which are managed by the Department of the Interior.

The Committee recommends $30,000,000 in liquidating cash in fiscal year 1988. This is $15,000,000 more the House allowance and budget request.

The Committee also recommends bill language limiting fiscal year 1988 obligations from the "Boat safety" account to $30,000,000. This is $15,000,000 more than the House allowance and the budget request but is consistent with the provisions of S. 1459, the Coast Guard Authorization of 1987, as reported from the Senate Committee on Commerce, Science, and Transportation.

FEDERAL AVIATION ADMINISTRATION

SUMMARY OF FISCAL YEAR 1988 PROGRAM

The Federal Aviation Administration traces its origins to the Air Commerce Act of 1926, but more recently to the Federal Aviation Act of 1958 which established the independent Federal Aviation Agency from functions which had resided in the Airways Modernization Board, the Civil Aeronautics Administration, and parts of the Civil Aeronautics Board. FAA became an administration of the Department of Transportation on April 1, 1967, pursuant to the Department of Transportation Act (October 15, 1966).

The total recommended program level for the FAA for fiscal year 1988 amounts to $6,042,102,000, including a $1,335,500,000 obligation limitation on the use of contract authority for the Airport Grants Program. This represents, in the aggregate, an increase of $1,077,173,000 over the fiscal 1987 level. The following table summarizes the Committee's recommendations:

[In thousands of dollars]

Program	Fiscal year 1987 program level	Budget estimate	House allowance	Committee recommendations
Headquarters administration	35,121	38,113	37,500	37,000
Operations[1]	[2] 2,933,850	[3] 3,309,825	3,267,550	3.246,602
Facilities and equipment	[4] 806,498	1,350,000	1,170,000	1.258,000
Research, engineering, and development	141,700	150,000	161,500	165,000
Grants-in-aid for airports[5]	1,025,000	1,017,000	1,720,000	1,335,500
Metropolitan Washington airports	22,760			
Total	4,964,929	5,864,938	6,356,550	6,042,102

[1] Assumes obligation of $10,000,000 provided by transfer for reemployed annuitant program.

[2] Includes $1.850,000 carryover from 1986.

[3] Includes $51,537,000 contained in budget amendment to be derived from transfers.

[4] Includes $1,914,000 unobligated balance transferred from research, engineering, and development.

[5] Limitation on obligations.

AVIATION SAFETY INDICATORS

The Committee is concerned about the growing confusion surrounding the protracted polarized debate over the margin or level of safety in air traffic operations. The administration argues that the system is safe on the basis of the rarity of aviation accidents attributable to the operations of the system relative to the total number of flight operations. On the other hand, the National Transportation Safety Board and others point to increases in the number of reports of near-midair collisions and controller or operational errors as evidence of deterioration in the margin of safety.

The Committee believes that it is time to end the debate and the confusion by establishing a standardized set of safety indicators which can be used with confidence to measure the safety performance of FAA's air traffic operations on a consistent basis over time. In that regard, the Committee directs the FAA to initiate the development of a set of standard safety indicators not later than 60 days after the enactment of this legislation. In developing these indicators, FAA should consult closely with the following: the National Transportation Safety Board, representatives of the aviation system user community, the Aviation Safety Commission, and such other organizations, entities, and individuals as may possess pertinent expertise. The result should be a concensus as to what safety-related data should be used, how it should be analyzed, and how it should be interpreted. It is the Committee's intention that the results of such efforts be implemented as soon as possible and that the House and Senate Appropriations Committees be kept appraised as to the progress being made in resolving this issue.

NATIONAL AIRSPACE SYSTEM PLAN

The Committee concurs in the views of the House as to the National Airspace System [NAS] plan accomplishments, delays, funding levels, and potential implementation and system integration problems.

Regarding funding levels, the Committee also emphasizes that, despite claims to the contrary, inadequate funding through the appropriations process has not been a cause for either delays in acquiring new systems under the plan or the accumulation of inordinate balances in the aviation trust fund. The current fund balance is also a function of the burgeoning ticket tax revenues derived from the continuous surge in air travel over the past 5 years. Added to that is the interest earned by the fund on its investments in Treasury securities. Interest is the second largest source of fund revenues.

In the meantime, a number of major subsystems of the NAS plan were still under development and had not yet reached the stage where major expenditures of trust fund moneys for full production were feasible. Moreover, the major NAS plan subsystems are now behind schedule and over cost due to technical and managerial problems. A March 1987 GAO report (GAO/RCED–87–8), for example, indicates that the 11 major NAS plan projects are now from 1 to 8 years behind schedule. What was touted in 1982 as a 10-year, $10,000,000,000 modernization plan will now cost at least $16,000,000,000 and will not be completed until sometime after the turn of the century. This slippage in NAS plan project schedules, in turn, has reduced the amount that could be appropriated from the trust fund for operations and maintenance of the air traffic system due to the so-called penalty clause in the 1982 Reauthorization Act. Under this provision, the amount authorized for the operations appropriation was determined by the following formula: 1.377[1] times the obligation limitation for Airport Improvement Program grants minus 2 times the excess of authorization for "Facilities and equipment" [F&E] over the actual F&E appropriation. Since 1982, this provision has reduced the amount that would otherwise have been appropriated from the trust fund by at least $3,300,000,000.

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[1] Average multiplier 1983–87.

The Committee intends to be fully supportive of necessary expenditures for the NAS plan. However, aviation trust funds are nonetheless tax receipts and the Committee will also continue to insist that FAA and the administration demonstrate that they are capable of spending them wisely. For example, it has been demonstrated time and again that thorough, independent test and evaluation is an essential attribute of a sound acquisition program.

The Committee is concerned that FAA has in place an appropriate test and evaluation program and that it is not being compromised because of pressures to accelerate NAS plan implementation. Therefore, the Committee has requested the General Accounting Office to evaluate the quality of FAA's test and evaluation policies and procedures and report on the results of its study as of the fiscal year 1989 budget hearings.

HEADQUARTERS ADMINISTRATION

Appropriations, 1987	$34,500,000
(By transfer)	(621,000)
Budget estimate, 1988	38,113,000
House allowance	37,500,000
Committee recommendation	37,000,000

The Committee recommends an appropriation of $37,000,000 for the following activities:

Procurement.—Direct the management and procurement of materiel and supplies, primarily for the Washington headquarters.

Executive direction.—Establish and direct policy and broad technological, operational, and managerial concepts.

Communications control.—Provide key agency officials with effective executive telecommunications.

Public affairs.—Ensure that relevant information concerning FAA is consistently presented in a factual and timely manner.

Legal.—Provide legal counsel and advice for the handling of all legal matters with which FAA is concerned, in order to insure conformance with all legal requirements of all applicable laws, rules, regulations, and orders.

Planning and policy.—Recommend FAA policy and plans; identify needed national air system changes; perform economic analysis of regulations.

Accounting.—Provide accounting, financial advisory, and audit liaison services.

Budget.—Identify and define budgetary needs and assure that they are effectively presented to the Office of the Secretary of Transportation, Office of Management and Budget, and congressional committees, and that funds and other resources available to the agency are effectively utilized.

Civil rights.—Assure full and affirmative implementation of civil rights and equal opportunity precepts within the Federal Aviation Administration.

International aviation.—Ensure adequacy of international aviation system policies, and maintain effective liaison with foreign governments.

Management systems and data systems.—Develop and administer the implementation and operation of FAA organizational plans, management systems and controls, and administrative standards and procedures; provide data processing, editorial, graphics, and publishing services.

The Committee recommendation for headquarters administration is $1,113,000 less than the budget estimate, $500,000 less than the House allowance, and $1,879,000 more than the fiscal year 1987 program level. The reductions from the budget estimate and the House allowance are predicated on additional management and administrative savings anticipated for fiscal year 1988.

OFFICE OF AVIATION SAFETY

The Committee is concerned about the quality and scope of FAA's internal evaluations of the safety of air traffic operations. Various investigations by the National Transportation Safety Board [NTSB], in response to reports of near midair collisions and operational errors, have repeatedly pointed to deficiencies in controller training, coordination, and supervision as well as staffing shortages and high workloads as contributing factors.

In August 1984, FAA formally established the Office of Aviation Safety as a separate office reporting directly to the Administrator and gave the office greater responsibility. However, in testimony before the Committee and subsequent discussion with FAA officials, the Committee learned that the Office of Aviation Safety has not been organized to and does not play a proactive role in FAA's internal evaluations of safety matters. There are no resources dedicated or organizationally responsible to the office in FAA regional offices or at major air traffic control facilities. The headquarters' staff activities center around FAA responses to NTSB recommendations and past assessments of accidents, incidents and other safety-related problems brought to the office's attention.

The only routine evaluations of air traffic operations at terminal and en route facilities, which would serve to prevent safety problems, are made by air traffic personnel assigned to FAA regional offices. The Office of Aviation Safety does not participate in these evaluations and does not systematically receive and review the evaluation reports.

The Committee has been informed that FAA is planning to establish safety staff positions in FAA regional offices on a limited basis in fiscal year 1989. While in principle the Committee views this as a positive step, the plan as presented raises two matters of concern to the Committee. First, FAA regional administrators would have line authority over such staff. Second, the positions would be filled on a rotating basis by personnel from various facilities. In contrast, the Committee believes that the Office of Aviation Safety should have direct line authority over the activities of such personnel. This would allow areas of concern to be dealt with on a systemwide, consistent basis when necessary and it would extend the concept of independence beyond the boundaries of the headquarters organization. The Committee also believes that the regional office positions should be staffed on a more permanent basis in order to enhance the principle of independence.

These changes would, in the Committee's view, enable the Office of Aviation Safety to assume a substantive role in the evaluations of air traffic operations which, ideally, would lead to improved safety through preventive rather than only reactive actions. Moreover, the FAA would be better able to assess the feasibility of extending the safety office oversight to other functions such as flight standards.

In light of the Committee's overall concerns about the need for improved independent oversight within FAA of the safety of its air traffic operations and the specific concerns about FAA's plan, the Committee directs FAA to report in writing by January 1, 1988, as to the consideration given to the Committee's concerns and any changes made or being made to the plan.

SUPPORT STAFF VACANCIES

The Committee is concerned that FAA's efforts to remain within personnel ceilings set by the administration, while at the same time making needed increases to the controller and safety inspector work forces, have resulted in the inordinate erosion of support staff strength. Congressionally mandated increases to the number of air traffic controller and safety inspector work forces, were deemed vital to the protection of aviation safety. Nevertheless, the Committee did not expect FAA to compensate for those increases by allowing support staff vacancies to go unfilled. The Committee acknowledges the importance of adequate staff to support efficient operations in other important functions such as the procurement and contracting for NAS plan systems and equipment. Therefore, the Committee directs FAA to develop a realistic assessment of its support staff needs and to fill vacancies as soon as possible. In that regard, the Committee will review this matter during the fiscal year 1989 budget hearings and the Committee expects FAA to be prepared to address the scope of the shortages, their effects, and actions taken or planned to resolve the problem.

INDEMNIFICATION REGULATIONS

The Committee is aware that the Federal Aviation Administration has yet to promulgate regulations for the implementation of section 1118 of the Federal Aviation Act regarding aeronautical maps and charts. The Committee directs the Administrator to place a higher priority on issuing proposed regulations in order to effectuate this provision by the end of the current year.

PARALLEL RUNWAY EXPERIMENT

The Committee is aware that the FAA is now conducting an experimental program regarding parallel runways at Raleigh-Durham. This program may hold some promise as to future utilization. The Committee expects that the FAA will communicate effectively with the parties at Raleigh-Durham to assure the best possible application of the results of this technology.

OPERATIONS

Appropriations, 1987	$2,900,381,000
(By transfer)	(31,619,000)
Budget estimate, 1988	3,248,288,000
(By transfer)	[1](61,537,000)
House allowance	3,257,550,000
(By transfer)	(10,000,000)
Committee recommendation	3,236,602,000
(By transfer)	(10,000,000)

[1] The transfers include $10,000,000 available for the reemployed annuitant program and the $51,537,000 budget amendment transmitted on June 30, 1987.

FAA's "Operations" appropriation provides funds for the operation, maintenance, communications, and logistic support of the air traffic control and navigation systems and activities. It also covers the administration and management of the regulatory airports, medical and engineering and development programs.

The bill includes a total of $3,246,602,000 for the operations activities of the Federal Aviation Administration, of which $851,500,000 shall be derived from the Airport and Airway Trust Fund. The account total is $314,602,000 more than the fiscal year 1987 program level, $63,223,000 less than the budget estimate, and $20,948,000 less than the House allowance. The reductions are predicated on additional management and administrative savings anticipated for the fiscal year. However, the bill provides for 46,108 positions which is 93 less than the House allowance but 309 more than the budget estimate. It also provides 100 more full-time equivalents than the House allowance and 325 more than the budget estimate to fill anticipated vacancies in the field maintenance technician work force.

As in past years, FAA is directed to report immediately to the Committees on Appropriations in the event resources are insufficient to operate a safe and effective air traffic control system.

The activities of the operations accounts comprise nine main areas:

Operation of air traffic control system.—The operation of a national system of air traffic management in the United States, its territories, and its possessions on a 24-hour basis.

Installation and materiel services.—Procurement, contracting, and materiel management programs; administrative communications; supply; and other logistics support.

Maintenance of air traffic control system.—The direction and engineering services related to the maintenance, improvement, and modification of facilities and equipment in the traffic control system; technical operation and maintenance of a national network of air navigation aids and traffic control facilities.

Leased telecommunications services.—Finances the noncapital costs of FAA's operational telecommunications system.

Administration of Aviation Standards Program.—The promotion of flight safety of civil aircraft by assuring the airworthiness of aircraft; the competence of pilots, aviators, and aviator technicians; the adequacy of flight procedures and air operations; the evaluation of inflight facility performance for compliance with prescribed standards; the use and maintenance of the FAA's aircraft fleet; the medical fitness of personnel in the national airspace system; and the conduct of the Civil Aviation Security Program.

Development direction.—The planning, direction, and evaluation of the engineering and development program, direct project costs of which are financed under the research, engineering, and development appropriation.

Administration of Airports Program.—Mainly, the administration of airport grants and the safety certification of airports.

Human resources management.—Administration of employee recruitment, development, compensation, training, and labor-management relations programs.

Direction, staff, and supporting services.—Administrative and housekeeping costs that support the primary programs of the agency.

The following table summarizes the Committee's recommendation in comparison to the budget estimate and House allowance.

[Dollars in thousands]

	Fiscal year 1987 program level[1]	Fiscal year 1988 budget estimate[2]	House allowance	Committee recommendations
Operation of air traffic control system[1]	$1,315,111	$1,498,457	$1,482,213	$1,463,826
(Positions)	(25,347)	(25,852)	(26,132)	(26,039)
Installation and materiel services	$187,532	$211,952	$204,393	$203,013
(Positions)	(1,491)	(1,417)	(1,417)	(1,417)
Maintenance of air traffic control system	$591,161	$658,158	$643,591	$645,528
(Positions)	(10,397)	(10,313)	(10,397)	(10,397)
Leased telecommunications services	$197,362	$230,014	$228,014	$228,014
Administration of aviation standards program	$316,729	$351,241	$349,258	$346,467
(Positions)	(5,238)	(5,545)	(5,545)	(5,545)
Development direction	$9,284	$9,783	$9,597	$9,597
(Positions)	(138)	(136)	(136)	(136)
Administration of Airports Program	$26,880	$30,057	$30,597	$30,597
(Positions)	(472)	(434)	(472)	(472)
Human resources management	$215,790	$242,675	$243,262	$243,072
(Positions)	(1,306)	(1,209)	(1,209)	(1,209)

See footnotes at end of table.

[Dollars in thousands]

	Fiscal year 1987 program level[1]	Fiscal year 1988 budget estimate[2]	House allowance	Committee recommendations
Direction, staff and supporting services	$73,701	$77,488	$76,625	$76,488
(Positions)	(1,002)	(893)	(893)	(893)
Total	$2,933,850	$3,309,825	$3,267,550	$3,246,602
Positions	(45,391)	(45,799)	(46,201)	(46,108)

[1] Includes $1,850,000 carryover from fiscal year 1986.

[2] Includes $51,537,000 contained in budget amendment to be derived from transfers.

[3] Assumes obligation of $10,000,000 provided by transfer for reemployed annuitant program.

OPERATION OF AIR TRAFFIC CONTROL SYSTEM

The Committee recommends a total of $1,463,826,000 for the operation of the national air traffic control and flight service system. This is $34,631,000 less than the budget estimate and $18,387,000 less than the House allowance. The reduction reflects additional management and administrative savings. The amount recommended will support 26,039 positions which is 93 less than the House allowance and 187 more than the budget request, including the amendment transmitted on June 30, 1987. The operational activities of the air traffic control system are carried out primarily by air route traffic control centers, towers, and flight service stations.

Air traffic control centers and towers

The Committee recommends $1,117,756,600 for the operation of air route traffic control or en-route centers, terminal radar approach control facilities [TRACON's], airport traffic control towers, and certain other activities such as the planning, direction, and evaluation of air traffic operations. The difference in funding with the House reflects anticipated additional management and administrative savings. The Committee's recommendation provides 20,750 positions, which is the same as the House recommendation and 95 positions more than requested.

Controller work force.—The House bill includes a provision requiring, at a minimum, an air traffic controller work force of 15,900, of which at least 10,350 shall be full performance level [FPL] controllers as of September 30, 1988. The Committee also understands that the Department intends to redefine the composition of the controller work force in consultation with the authorizing and Appropriations Committees of the Senate and the House. The changes will be in accordance with the recommendations of a GAO report which is soon to be released. The major changes involve: (1) the inclusion of first line supervisors and traffic management coordinators; and (2) the exclusion of air traffic assistants and controller candidates undergoing initial screening/training at the FAA academy from the definition of the controller work force.

The Committee has for some time advocated a more realistic accounting for the controller work force and is supportive of the Department's intentions to adopt the changes recommended by GAO. In light of the effect of these impending changes, the Committee has amended the House provision, section 320, to require a total controller work force of not less than 15,800 and an FPL controller level of not less than 10,450 by September 30, 1988. The bill also retains the provision that allows the Secretary to waive any of these requirements should the Administration determine that they may adversely affect aviation safety.

The Committee also observes that the term "operational controller" is too ambiguous to constitute a meaningful measure of controller staffing progress. The term operational controller, as defined by FAA, lumps together FPL controllers with developmental controllers of substantially limited skill and experience levels, particularly within a radar control facility. Therefore, the Committee has deleted the House provision requiring that FAA attain certain levels of operational controllers. In the Committee's opinion such requirements serve to institutionalize in law the term "operational controller," which the Committee opposes.

The Committee also reiterates its concern, as expressed in the report accompanying the fiscal year 1987 bill, about the chronic staffing shortages at certain air traffic control facilities. The FAA has assured the Committee that no particular incentives are needed to attract and/or retain personnel at those facilities. However, a study of controller staffing made by the General Accounting Office at the Committee's request in May 1987, disclosed that there were still very substantial shortages at a number of facilities. Therefore, the Committee is not persuaded by FAA's continual assurance that no particular incentives, which would compensate for cost-of-living or similar factors, are needed to enhance its ability to provide needed staff at certain facilities. As a result, the Committee directs the Administration to develop the legislative proposals necessary to temporarily set aside the constraints to providing such incentives under current personnel law and regulation and to submit the proposals to the Congress.

Reemployed Annuitant Program.—The Committee concurs in the House allowance of $10,000,000, by transfer, to provide FAA the opportunity to employ annuitants as a means of retaining experienced personnel in the work force.

West Virginia air traffic control facilities.—The Committee directs that no air traffic control towers in the State of West Virginia shall be closed during fiscal year 1988.

Stewart Airport, NY, control tower.—The Committee understands that the FAA eastern region has conducted an evaluation of the operations at Stewart Airport, Newburgh, NY, and in September 1987 made recommendations to the Administrator for various changes. One of the recommendations was that FAA assume responsibility for operating the control tower. The tower is currently operated by a private contractor under a contract with the State of New York. The Committee expects to be apprised, at the earliest possible date, of FAA's actions in response to the eastern region's recommendation concerning the operation of the control tower.

Formulation of staffing requirements.—The Committee is concerned about the substantial shortcomings in FAA's system for determining its controller and related supervisory and traffic management unit staffing requirements. The continued assurances of the Department and the FAA that its budgetary requests were based on a thorough analyses of its needs have belied the fact that FAA lacks staffing standards for supervisory and traffic management coordinator positions vital to the safe and efficient operation of the air traffic control systems. The Committee is aware of other deficiencies in the staffing data collection and analysis process which also have limited FAA's ability to properly formulate its staffing requirements. For example, FAA now admits that it has failed to maintain a controller training pipeline commensurate with its real staffing needs.

The Committee notes that although traffic management units were established at en route centers in 1983, the units are still grossly understaffed. Moreover, FAA reported to the Committees on June 4, 1987, that the lack of traffic management units at the larger terminal facilities has been one of the primary stumbling blocks to continued improvement in the traffic management system. In fact, the task of traffic management in the terminal environment is still being accomplished by controller supervisors on a time-permitting basis over and above normal supervisory duties and responsibilities.

In light of the continuing workload pressures and the concommitant safety concerns, FAA must establish a realistic air traffic control staffing plan for both the short and long term. Thus, the Committee expects FAA to pursue the development of such a comprehensive staffing requirements system aggressively and to put it into place as soon as possible. In that regard, the Committee directs FAA to submit quarterly reports beginning with the quarter ended December 31, 1987, as to its progress in developing staffing standards for supervisor and traffic management coordinator positions and other refinements necessary to an improved staffing requirements system. The Committee is specifically interested in being kept apprised, through these reports, of the actions being taken to factor safety-related enhancements to air traffic control operations into this determination of staffing needs. This would include, for example, the new requirements for altitude encoding transponders imposed by this bill.

Flight service stations

These facilities range in size from very small ones to large ones employing about 100 people. In 1981 there were more than 300 flight service stations [FSS's] throughout the country. FAA's goal is to automate their operations which would allow substantial consolidations and reductions in FSS personnel. FSS's provide a variety of services, principally for general aviation pilots, but their major activities include (1) the provision of flight assistance (preflight, in-flight, and emergency) including accepting and closing flight plans; and (2) the collection and dissemination of meteorological and aeronautical information.

The Committee recommends $219,035,600, which is $534,400 less than the House allowance and $1,293,400 less than the budget estimate. The reductions are due to additional management and administrative savings. The Committee also recommends 4,307 positions for the operations of the flight service stations part of the air traffic control system. This represents a reduction of 93 positions from the House allowance and an increase of 93 positions over the budget request. The Committee's recommended staffing level restores one-half of the 185 positions the agency proposes to eliminate as a result of the FSS consolidation plan.

The Committee concurs fully in both the concerns expressed by the House over the quality of service provided by the consolidated facilities and the conditions that must be met prior to further closures and/or consolidations. Nevertheless, the Committee believes that part of the 185-position reduction anticipated by the FAA may be achieved as a result of consolidations which meet the required quality of service conditions.

Planning, direction, and evaluation

The Committee recommends $127,034,200 and 972 positions to support this subactivity. This is $331,800 less than the House allowance and $1,009,800 less than the budget estimate as a result of additional management and administrative savings. The Committee also notes that part of those positions are used for air traffic personnel at headquarters and regional offices who conduct evaluation of air traffic operations. In consonance with the Committee's concerns about the need for improvements in the quality and scope of evaluations of air traffic operations by the FAA Office of Aviation Safety, the Committee expects FAA to request the transfer of part of the positions authorized for this subactivity to the Office of Aviation Safety in its fiscal year 1989 budget request.

INSTALLATION AND MATERIEL SERVICES

The Committee recommends $203,013,000 and 1,417 positions for this activity. The Committee's recommendation is $1,380,000 less than the House allowance and $8,939,000 less than the budget estimate because of additional management and administrative savings over and above the reductions made by the House.

The Committee agrees with the limits imposed by the House for supply support for commercial repair costs. The Committee likewise disapproves the requested increase of $909,000 to purchase microcomputers for the reasons stated by the House and also because FAA lacks an appropriate plan for their use.

MAINTENANCE OF AIR TRAFFIC CONTROL SYSTEM

The Committee recommends $645,528,000 and 10,397 positions for the maintenance of the air traffic control system. Keeping the radar, communications equipment, navigational and landing aids and other facilities in operation is critical to the safe and efficient functioning of the national air traffic control system. The Committee's recommendation is $12,630,000 less than the budget estimate as a result of additional management and administrative savings. These savings are partially offset by the increased costs for additional positions and full-time equivalents [FTE's] over both the budget estimate and the additional allowance provided by the House. The Committee also concurs in the House reduction of $15,000,000 for the initial funding of a demonstration program to test contractor-provided maintenance at certain facilities.

The Committee has increased the number of positions by 80 and the number of FTE's for field maintenance technicians by 325 over the budget estimate because of the underlying concern that the FAA will not be adequately prepared for the substantial attrition of experienced personnel through retirements. The Committee believes that the Administration's approach to staffing the airway facilities specialist work force on the basis of one-for-one replacements for attrition is a grossly shortsighted strategy based solely on budgetary considerations. Under this approach, there will be virtually no pipeline of trained and experienced replacements for the more than 1,800 maintenance technicians and engineers who, according to the General Accounting Office, are likely to retire by 1990. Training of these personnel takes 2 to 5 years. At the same time, the current work force will have to maintain the current older equipment and concurrently train for and maintain the new equipment being introduced under the NAS plan.

The Committee is also interested in the impact of equipment warranties on maintenance personnel staffing. Therefore, the Committee directs FAA to show in its fiscal year 1989 budget request (1) the extent to which NAS equipment in place or under contract contain warranty provisions which stipulated that the equipment must be maintained by contractor representatives and (2) the effects of those requirements on current and projected field maintenance technician staffing.

LEASED TELECOMMUNICATIONS SERVICES

The Committee recommends $228,014,000 for this activity. This is the same as the House allowance which is a $2,000,000 reduction from the budget estimate. The Committee shares the same views as the House with respect to the possibilities of greater management efficiencies in this activity than are currently being recognized by the FAA.

ADMINISTRATION OF AVIATION STANDARDS PROGRAM

The Committee recommends $346,467,000 and the requested 5,545 positions for this activity. The Committee's recommendation provides sufficient funds for all programs and personnel increases under this activity but is $4,773,000 less than the budget estimate and $2,791,000 less than the House allowance due to additional management and administrative savings.

The Committee is encouraged that FAA is implementing GAO recommendations for needed improvements in the management of the safety inspector program. However, the Committee remains concerned about the training backlog for safety inspectors, especially in regards to the large proportion of inspectors who have not completed all of the mandatory training courses. This problem is severe and is a direct consequence of the unwise, budgetary-driven decisions of the recent past. The safety inspector work force was allowed to drop drastically while the workload was burgeoning as a result of deregulation of the industry.

In light of its continuing concerns about the quality of the safety enforcement program, the Committee concurs without exception in the reporting requirements established by the House in section 317 of the bill.

Minimum equipment list

FAA, by regulation, establishes minimum equipment list [MEL] requirements for each type of aircraft. Under the regulation, if an item on the list malfunctions and needs to be repaired or replaced, the repair or replacement should be made at the next available point where it can be done. Allegations have been raised that air carriers have allowed flights to continue beyond places where repairs should be made in violation of the regulation. Moreover, FAA testified before the House Appropriations Committee that the MEL requirements are subject to differing interpretations on the availability of trained personnel, spare parts, and time to perform maintenance at a particular station.

Given the safety inspector resource problems, the improvements needed in the safety inspection program, and the apparent ambiguity in the FAA regulations, the Committee is concerned about the possibility of inordinate delays in effecting repair or replacement of MEL items. Such delays could result in the erosion of the level of redundancy designed into the aircraft to the point where safety might be compromised. Therefore, the Committee directs FAA to report to both the Senate and House Appropriations Committees by December 31, 1987, on the results of its analysis of the procedures followed by air carriers in complying with MEL requirements, whether the intent of the regulation is being violated, the extent of this problem, and its plans for corrective action.

Identification of aircraft operators

The Committee is aware of the need for FAA to have a more complete and up-to-date data base on the identity of aircraft operators. Such information is essential to the proper dissemination of air worthiness directives and monitoring their implementation. Therefore, the Committee directs FAA to proceed as soon as feasible to improve its capability to identify aircraft operators regardless of ownership so that aircraft air worthiness and flight safety can also be improved.

DEVELOPMENT DIRECTION

The Committee recommends $9,597,000 and 136 positions for the planning, directing, monitoring, and coordination of FAA's research, development, engineering, test, and evaluation program, excluding medical activities. This is the same as the House allowance and $186,000 less than the budget estimate due to management and administrative savings.

ADMINISTRATION OF AIRPORTS PROGRAM

The Committee recommends $30,597,000 for administration of the airports program. This is the same as the House allowance. The Committee also concurs in the House decision to restore 38 positions proposed to be eliminated.

Under this program, FAA makes airport safety and certification inspections; assures compliance with safety standards; resolves environmental issues; and carries out other functions associated with airport development and related projects. The Committee believes that increases in these activities are likely to occur with expansion of the airport grants program and the need for additional capacity. In addition, the Committee agrees with the opinion of the House that proposed legislative changes which would reduce the extent of Federal involvement in this program are unlikely to be enacted.

HUMAN RESOURCES MANAGEMENT

The Committee recommends $243,072,000 and 1,209 positions for this activity. The number of positions is the same as the budget estimate and the House recommendation. The recommended funding, however, is $397,000 over the budget estimate, as amended on June 30, 1987, and $190,000 less than the House allowance because of greater anticipated management and administrative savings.

The Committee concurs in the House position regarding the increases needed to assure adequate resources are available for the technical training conducted at the FAA Academy. The Committee also remains concerned about the state of employee morale and the quality of labor-management relations. The Committee views the overwhelming endorsement of a new union by air traffic controllers, a majority of whom are new employees hired since the 1981 PATCO strike, as additional evidence that FAA's human relations efforts are not as effectual as they should be. Thus, the Committee expects FAA to address, in its fiscal year 1989 request, the innovative means it is taking to ameliorate the legitimate concerns of its employees and to improve human relations management throughout the agency.

DIRECTION, STAFF, AND SUPPORTING SERVICES

The Committee recommends $76,488,000 and 893 positions for this activity. This is $1,000,000 less than the budget estimate and $137,000 less than the House allowance. These reductions are based on anticipated additional management and administrative savings and also include restrictions on requested increases for supplies, equipment, and travel above the fiscal year 1987 level.

BUDGET PRESENTATION

The Committee concurs completely in the views expressed by the House regarding inadequacies in the FAA budget presentation. The Committee reminds the Adminstration that it has previously called for improvements in the presentation of the operations appropriation request (S. Rept. 98–179). The Committee also concurs in the House requirement for quarterly reports on the obligations incurred for each activity under the operations appropriation.

FACILITIES AND EQUIPMENT (AIRPORT AND AIRWAY TRUST FUND)

Appropriations, 1987	$804,584,000
(By transfer)	(1,914,000)
Budget estimate, 1988	1,350,000,000
House allowance	1,170,000,000
Committee recommendation	1,258,000,000

Under the "Facilities and equipment" appropriation, safety, capacity and efficiency of the Federal airway system are improved by the procurement and installation of new equipment and the construction and modernization of facilities to keep pace with aeronautical activity and in accordance with the Federal Aviation Administration's comprehensive National Airspace System Plan.

The bill includes $1,258,000,000 for the facilities and equipment of the Federal Aviation Administration. This is $451,502,000 over the fiscal 1987 level, $88,000,000 more than the House amount and $92,000,000 less than the budget request. The recommended program breakdown follows:

	Fiscal year 1987 appropriation	Fiscal year 1988 budget estimate	House allowance	Committee recommendation
Air route traffic control centers	$282,495,000	$485,931,500	$473,931,500	$479,431,500
Airport traffic control towers	246,143,600	379,299,100	281,174,100	357,024,100
Flight service stations	48,916,100	81,894,000	81,894,000	81,894,000
Air navigation facilities	66,629,500	111,077,900	62,402,900	72,052,900
Housing, utilities, and miscellaneous	145,932,500	248,259,300	216,559,300	230,559,300
Aircraft and related equipment	9,091,300	31,338,200	43,338,200	26,338,200
Development, test, and evaluation	7,290,000	12,200,000	10,700,000	10,700,000
Total	806,498,000	1,350,000,000	1,170,000,000	1,258,000,000

AIR ROUTE TRAFFIC CONTROL CENTERS

The Committee recommends $479,431,500 for various improvements at air route traffic control (en route) centers. This is a 70-percent increase over the fiscal year 1987 funding level. It also provides $5,500,000 more than the House allowance but is $6,500,000 below the budget estimate. In that regard, the Committee agrees with the reductions made by the House of $2,500,000 for en route software development and support, and $4,000,000 for the data multiplexing network. The major activities funded include: long-range radars, doppler (NEXRAD) and other radar-related systems, air traffic control automation equipment, various communications-related equipments, en route center plant improvements, and the traffic management system.

The Committee's recommendation provides the same funding as the House allowance for each of the programs within this account, except as follows:

Long-range radar program

The Committee's recommendation restores the $5,000,000 reduction made by the House for improvements at various en route radar facilities.

Radar training facility

The Committee recommends deletion of the $5,500,000 added by the House for the radar training facility. The Committee understands that existing funds, including that which was provided in the fiscal year 1987 supplemental appropriations, are sufficient and additional funds are not needed at this time.

Radio tone control equipment

The Committee's recommendation restores $3,000,000 of the $4,000,000 reduction made by the House.

ATC center improvements/modernization

The Committee's recommendation restores $3,000,000 of the $4,000,000 reduction made by the House.

ADVANCED AUTOMATION SYSTEM

The Committee has approved the full budget request of $180,000,000 to complete the design competition phase [DCP] for the advanced automation system [AAS] procurement and to start the AAS acquisition phase. The Committee directs that no funds be obligated for the acquisition phase however, until the Senate and House Committees on Appropriations authorize FAA to award an acquisition contract. The Committee will approve an acquisition contract award only after the concerns expressed in its March 1987 letter to the FAA have been resolved to its satisfaction.

The Committee also shares the concerns underlying the House report language concerning both the need for a thorough benefit/cost analysis and the magnitude of projected and actual AAS cost increases. In that regard, the Committee also supports the House view that a design-to-cost approach for AAS acquisition may be an appropriate way to restrict additional cost growth as reflected in the House report language. Thus, the Committee also encourages FAA to thoroughly assess the feasibility and benefits of using design-to-cost principles for the AAS acquisition.

AIRPORT TRAFFIC CONTROL TOWERS

The Committee recommends $357,024,100 for terminal area radar, automation, and other tower equipment and facilities. The amount is $22,275,000 less than the budget estimate. The Committee's recommendation also provides $75,850,000 more than the House allowance primarily for weather radar. The Committee concurs in the House reduction of $2,500,000 from the budget estimate for remote maintenance monitoring systems. The amount provided ($30,348,000) is more than 100 percent above the fiscal year 1987 level. The specific differences between the Committee's recommendation and House allowance are as follows:

Terminal doppler weather radar [TDWR]

The Committee's recommendation provides $80,225,000 of the $130,000,000 in the budget estimate which is $70,225,000 above the House allowance for this system. The Committee, however, shares the concerns expressed by the House that the TDWR system be adequately tested before a production contract is awarded. In that regard the Committee directs that the Secretary certify to the House and Senate Committees on Appropriations that adequate operational testing has been done and all outstanding technical problems have been resolved prior to contract award. In anticipation that it may be feasible to satisfy these requirements in fiscal year 1988 in time to award a contract and avoid further slippage, the Committee's allowance provides adequate funds to initiate acquisition and installation of the system.

Terminal radar improvements

The Committee's recommendation eliminates the $100,000 above the budget estimate of $12,624,500 added by the House for BRITE radar tower equipment at Gary, IN.

Establish airport surveillance radars [ASR]

The Committee's recommendation of $40,500,000 for establishing ASR–9 service is the same as the House allowance. The amount recommended includes funds necessary to provide ASR–9 service at Gainesville, FL, Nantucket, MA, Mizzoula, MT, and other locations included in the budget.

The Committee also directs that the FAA give priority consideration to acquisition and installation of airport surveillance radar at Medford-Jackson County Airport, OR, assuming technical feasibility of the system at this location.

Modernize air traffic control tower/terminal radar approach control [TRACON] facilities

The Committee's recommendation restores the $5,725,000 reduction made by the House for this program. It includes funds for the establishment of mobile air traffic control towers at Bellingham, WA, and Los Angeles County (Whiteman Airport), CA.

FLIGHT SERVICE FACILITIES

The Committee recommends $81,894,000 for modernization, consolidation, and other improvements of flight service facilities. This is the same as the House allowance and the budget estimate in total and for each program activity. For example, the Committee's recommendation provides the $67,500,000 required for the acquisition, consolidation, and relocation of flight service stations. However, the Committee concurs fully in the House restrictions on any closures and consolidations if the requirements as to the quality of service will not be met. Specifically, the affected service area must be served by an automated flight service station with model 1 or model 1 full capacity service.

The Committee's recommendation also provides the $2,700,000 included in the budget estimate and House allowance to initiate a procurement program for the automated weather observing system [AWOS]. The AWOS equipment is to be installed at locations where existing flight service stations are to be consolidated or relocated to an automated flight service station. The AWOS will provide automated observations where manual weather observations can no longer be made. The Committee also concurs in the House requirement that AWOS meet both FAA's operational requirements and the intent of the legislative requirement concerning the quality of the weather information provided. The data should be suitable for both scheduled and unscheduled aircraft operations.

AIR NAVIGATION FACILITIES

The Committee recommends $72,052,900 for air navigation facilities. This is $9,650,000 more than the House allowance and $39,025,000 less than the budget estimate. The principal change from the budget estimate is due to the reduction of funds for the microwave landing system [MLS]. The Committee's recommendation also includes the $10,800,000 request, also approved by the House, to install automated weather observing systems only at nontowered airports which have no weather observation services. The specific differences between the Committee's recommendations and the House allowance and/or the budget estimate for the individual air navigation facilities and equipment are discussed below.

VOR, DME, and VORTAC facilities

The Committee does not concur in the House addition of $125,000 over the budget estimate for distance measuring equipment [DME] at Gary, IN, but does agree with the reduction of $4,500,000 for TACAN antennas. The Committee also endorses the House expectation that FAA begin procurement of new solid state TACAN antennas as soon as $16,700,000 in previously appropriated funds are transferred from the Air Force as directed.

The Committee also directs FAA to implement the VORTAC improvements planned for the Newark, NJ, airport, which the Committee understands have already been approved by FAA.

Runway visual range [RVR]

The Committee recommendation of $5,375,000 for RVR equipment is the same as the House allowance and $675,000 above the budget estimate.

Airport approach and landing and facilities

The Committee recommends approval of the full budget estimate of $4,936,800, but does not concur in the addition of $225,000 over the budget estimate by the House.

MLS/MALSR

The Committee denies the $48,735,000 requested in the budget for the procurement and installation of 38 more microwave landing systems [MLS] and 11 associated approach light/runway alignment systems. The 38 additional MLS's would be the first increment of a proposed 500 unit second procurement. The Committee's recommendation also deletes the $3,535,000 provided by the House for MLS flight tests involving widebody aircraft.

The Committee observes that the MLS has had a long, problem-plagued development history. Delay in delivery of the first 178 units on order is now estimated to extend beyond 2 years because of technical problems encountered by the contractor. In addition, several changes occurring since the MLS program was initially justified, about 17 years ago, raise serious questions about the FAA overall plan to replace every ILS with a MLS, regardless of need or increased benefits. These changes include improvements to ILS capabilities and reliability and diminished user support for MLS. For example, according to GAO, the leading manufacturer of air carrier aircraft informed FAA in March 1987 that every one of its airline customers have rejected the option of installing MLS avionics. Consequently, aircraft being ordered for delivery over the next 4 to 5 years will not be equipped for MLS.

The Committee recognizes that MLS's will be needed by 1997 at some locations to satisfy an international commitment to provide MLS, and at other locations to provide precision approach capability not achievable with the ILS. However, FAA has also recently revised its MLS benefit/cost analysis and developed another siting plan for the first 178 units. The Committee observes that FAA apparently has had considerable difficulty in deciding where to locate the first 178 MLS's as evidenced by frequent revisions to its siting plan and, in that regard, the Committee has not received the final siting plan for review. Moreover, the GAO is completing a comprehensive evaluation of the MLS program which will include FAA's justification for replacing all ILS's, the benefit/cost study, and the siting plan. In addition, the Committee has been informed that the DOT Inspector General is also completing an inquiry into certain aspects of the MLS program including user interest.

In view of the changes and the serious questions surrounding the FAA's MLS program plan, the Committee believes that additional funding for a second procurement at this time is unwarranted. The Committee will defer further action on MLS until it has had the benefit of evaluating the results of the GAO and inspector general investigations and has determined how the issues they may raise are to be resolved.

In that regard, the Committee notes that in response to a question from the House Appropriations Committee as to whether any airports were waiting to receive an MLS in order to meet a safety deficiency, FAA testified that no safety deficiencies have resulted from delays in the MLS program.

The Committee also requires assurance that the benefits of the MLS have already been thoroughly evaluated through actual operations in a complex airspace environment such as the New York area. Therefore, the Committee directs FAA to provide a report by November 1, 1987, on the scope, objectives, locations, and results of the operational tests completed as of October 1, 1987, and the plans for any additional tests to be made with the 178 units now under contract.

Instrument landing systems

Aviation industry groups have identified a number of airports where precision approach capability is needed to enhance air traffic operations and where FAA has indicated that an ILS is feasible. In light of these needs and the uncertainties surrounding the MLS program, the Committee recommends $10,000,000 for the installation of ILS's or upgrading existing ILS's as specified at the following locations:

Appleton, WI;
Ardmore, OK (glideslope transmitter);
Hilton Head, SC;
Las Cruces, NM;
Newark, NJ (runway 22R);
Newport, OR;
Petersburg, WV (localizer);
Rogers, AR; and
Salt Lake City, UT (runway 16R, CAT. III).

The Committee is also aware of the increasing air traffic activity in many areas including Ogden, UT, and the expressed concerns about the lack of precision landing capability. Therefore, the Committee expects FAA to monitor that activity during fiscal year 1988 with the objective of validating the need for additional instrument landing systems including one at the Ogden Airport.

HOUSING, UTILITIES, AND MISCELLANEOUS FACILITIES

The Committee recommends $230,559,300 for the various facility-related projects and utilities. This is $17,700,000 less than the budget estimate but is $84,626,800 more than the fiscal year 1987 level. It is also $14,000,000 above the House allowance.

The specific differences between the Committee's recommendation and the House allowance and/or the budget estimate are discussed below:

National radio communication system [NARLS]

The Committee concurs with the House reduction of $1,000,000 from this program.

Modernize and improve unmanned facilities

The Committee's recommendation restores the House reduction of $7,000,000 for this program to assure that anticipated reductions in energy consumption and other benefits are fully realized.

Airport cable loop systems

The Committee's recommendation provides the full budget estimate and restores the $3,000,000 reduction made by the House.

Improve/replace power systems

The Committee recommends $12,366,100 for this activity which is the full budget estimate. The Committee's recommendation restores the $3,000,000 reduction made by the House.

ADP facilities management

The Committee concurs in the House action to defer without prejudice the budget estimate of $16,700,000 for this activity until the Committee has had the opportunity to review the report from the Office of the Secretary required by the House.

Systems engineering and integration [SEI]

The Committee recommends $95,200,000 for SEI support of the NAS plan. The Committee's recommendation is $8,000,000 less than the budget estimate and $3,000,000 less than the House allowance. The Committee agrees with the House that the increase of over $200,000,000 in the cost of the SEI contract since 1984 raises serious questions. The Committee's major concerns center on the responsibilities and accountability of the SEI contractor, the contractor's performance, the appropriateness of fees awarded and the relative cost-effectiveness of different arrangements for obtaining future SEI services. Therefore, the Committee has joined the House Committee on Appropriations in requesting the GAO to review various aspects of the current contractual arrangements between FAA and the SEI contractor and other alternatives for post-1988 SEI services. The Committee expects GAO to address these matters in conjunction with FAA's fiscal year 1989 appropriations hearings.

The Committee also concurs in the opinion expressed in the House report that FAA should fully explore a level-of-effort contract to obtain needed technical support services for the installation, testing and operational integration of NAS equipment.

Airway sciences

The Committee recommends $8,000,000 for continued support of airway science programs. This is $4,000,000 above the funding provided by the House. However, the Committee also is aware of an increasing number of competing requests for airway science funds. Therefore, instead of designating specific amounts for specific recipients, the Committee directs FAA to award funds on the basis of a competitive grant award system that would yield the most salient benefits to FAA. In that regard, the Committee expects that worthy applications from interested institutions such as Auburn University, Embry-Riddle Aeronautical

University, Polytechnic University, Florida Memorial College, the University of North Dakota, and the Florida Institute of Technology will be given full consideration by the FAA in accordance with published criteria.

AIRCRAFT AND RELATED EQUIPMENT

The Committee recommends $26,338,200 to upgrade, modernize, and equip FAA flight inspection and other aircraft. This is $5,000,000 less than the budget estimate of $31,338,200 and $17,000,000 less than the House allowance. The Committee's reduction of $5,000,000 from the budget estimate and the House allowance is predicated on anticipated administrative savings as well as schedule slippages in the various modernization projects.

The Committee has also deleted without prejudice the $12,000,000 in unrequested funds for the replacement of a Jetstar aircraft. The Committee recognizes that the age and condition of the Jetstar may make continued utilization through extended repair and reconditioning uneconomical. However, in view of budgetary constraints and other priority aviation needs, the Committee believes that FAA should prepare a detailed justification of its requirements for another aircraft and provide a report of same to the Committee. The justification should address (1) the mission profile for the aircraft; (2) the comparative costs and savings to be realized through the replacement; (3) the appropriate types of replacement aircraft; and (4) the comparative advantages of lease versus purchase options.

DEVELOPMENT, TEST, AND EVALUATION

The Committee recommends $10,700,000 for development, test, and evaluation activities. This is the same as the House allowance which is $1,500,000 less than the budget estimate.

RESEARCH, ENGINEERING, AND DEVELOPMENT

(AIRPORT AND AIRWAY TRUST FUND)

Appropriations, 1987	$141,700,000
Budget estimate, 1988	150,000,000
House allowance	161,500,000
Committee recommendation	165,000,000

This appropriation finances research, engineering, and development programs to improve the national air traffic control system and to increase its safety, productivity, and capacity. The programs are designed to meet the expected air traffic demands of the future and to promote flight safety. The major objectives are to keep the current system operating safely and efficiently; to protect the environment; and to modernize the system through improvements in facilities, equipment, techniques, and procedures in order to insure that the system will safely and efficiently handle the volume of aircraft traffic expected to materialize in the future.

The bill includes $165,000,000 for research, engineering, and development. This level is $15,000,000 more than the budget request and $3,500,000 over the House allowance. The Committee suggests the following allocation:

	Fiscal year 1987 appropriation	Fiscal year 1988 budget estimate	House allowance	Committee recommendations
Air traffic control	$77,415,000	$88,974,000	$100,024,000	$103,174,000
Advanced computer	22,895,000	7,743,000	7,743,000	7,743,000
Navigation	6,218,000	6,660,000	7,460,000	7,460,000
Aviation weather	6,770,000	18,706,000	18,706,000	18,706,000
Aviation medicine	4,067,000	4,292,000	4,292,000	4,292,000
Aircraft safety	22,735,000	21,438,000	21,438,000	21,438,000
Environment	1,600,000	2,187,000	1,837,000	2,187,000
Total	141,700,000	150,000,000	161,500,000	165,000,000

AIR TRAFFIC CONTROL

The Committee recommends $103,174,000 for the air traffic control activity. This is an increase of $14,200,000 over the budget estimate and $3,150,000 over the House allowance. This activity focuses on the adaptation and application of existing technology to the air traffic control system to enhance its operational safety, productivity, and capacity. Among the development projects funded here are: an airborne traffic alert and collision avoidance system which will operate independently of the ATC system; improved switching systems for controller voice communications; automated en route air traffic control [AERA], which is a key function of the planned AAS system; and air/ground data link capability.

TCAS

The Committee approves the $6,000,000 added by the House to support a TCAS III limited installation program [LIP] to develop and validate the functional capabilities of the system. This additional funding is intended to accelerate the development of the avionics and associated equipment required for this more advanced, multidimensional collision avoidance system.

Airport capacity research

The Committee recommendation includes $18,806,000 for airport capacity research. Of this total, $8,650,000 is an increase over the budget, which is $3,150,000 more than the increase provided by the House. The balance, $10,156,000, represents a shift of airport capacity projects from other categories under the air traffic control activities to this line item. The Committee expects that, in the future, budget presentation documents will conform to this subaccount structure. That is, all projects related primarily to airport capacity should be presented and justified in the airport capacity category.

The additional funding, over and above the budgeted projects, will support research on possible capacity improvements identified by industry representatives. Among the higher priority topics for further research in this regard are the parallel runway program, the converging runway program, and air space planning model development and application.

The Committee also concurs with the House directive that FAA assess the potential noise impact of implementing airport capacity concepts developed in its research program. This evaluation should be included as part of the justification for these projects.

The Committee looks favorably on FAA's recent announcement that it will develop a computer model of air traffic demand. The model is intended to project the future flow of air commerce which will aid airport planners. The Committee recognizes the value of computer models as an analytical tool and encourages FAA to expedite their development and expand their application so that users of the air traffic control system would also benefit from the results of analyses of ATC system capacity.

ADVANCED COMPUTER

The bill includes the full budget estimate, $7,743,000, for this activity which supports the development and deployment of NAS plan advanced automation systems for en route and terminal air traffic control. The higher levels of automation envisioned are intended to provide more reliable and safer operations in the context of expanding demand for air traffic services beyond the mid-1990's. The Committee has also provided $180,000,000 under facilities and equipment to complete the design and initiate the acquisition of the advanced automation system.

NAVIGATION

The Committee concurs in the House allowance of $7,460,000 for this activity which provides for the expansion and modernization of common aeronautical navigation system facilities. Projects funded in this activity include the development of airborne windshear detection and avoidance avionics, application of the global positioning system [GPS] to the national airspace system, and improvements for helicopter IFR operations. The amount recommended provides an additional $1,000,000 over the estimate for the airborne windshear detection and avoidance program and continues navigation system engineering at the fiscal 1987 level.

AVIATION WEATHER

The Committee recommends $18,706,000, the full budget estimate, for this activity. This is the same as the House allowance. The goal of the aviation weather program is to improve the timeliness and accuracy of weather information provided to the national airspace system. Elements of this activity are conducted in close cooperation with the National Weather Service, the Departments of Commerce and Defense, and the National Aeronautics and Space Administration. Among the areas emphasized are: weather radar development (NEXRAD and terminal doppler); the central weather processor; and automated weather observation systems.

AVIATION WEATHER INFORMATION

The Committee recognizes the relevance of the timely acquisition and dissemination of accurate weather information to aviation safety. In September 1986, a 10-member aviation weather task force issued its final report based on an 18-month assessment of aviation weather products and services provided to the aviation community by the National Weather Service [NWS]. The task force report which was submitted to the FAA and NWS, contained 20 recommendations for needed improvements, including 7 deemed vital by the task force. In light of the benefits which could be obtained from improved weather information forecasting and dissemination, the Committee directs FAA to report by March 15, 1988, on the status of FAA's implementation of the task force recommendations.

AVIATION MEDICINE

The bill includes $4,292,000 for aviation health and safety research. This is the same as the budget estimate and the House allowance. Projects funded under this activity focus on: the role of the human operator in the ATC system; the performance and work environment of airmen; the safety and health of pilots and aircrew; and the safety of passengers and certain ground personnel.

AIRCRAFT SAFETY

The Committee recommends $21,438,000 for this activity which supports efforts to foster the design of safer aircraft and to increase the security of air travel. This is the same as the budget estimate and the House allowance. Principal program elements include research on: aircraft cabin safety; crashworthiness; preserving airworthiness in event of system failures; and explosive/sabotage detection. The amount provided will support continued development of automated explosive and sabotage detection systems. FAA is scheduled to begin prototype testing at U.S. airports of both baggage and individual screening systems during fiscal 1988. The Committee concurs in the language included in the House report regarding the need to complete this testing phase and commence deployment of baggage and individual explosive detection systems as soon as feasible.

ENVIRONMENT

The Committee recommends $2,187,000, the full budget estimate, for research on aircraft noise control and pollution problems. This is $350,000 more than the House allowance. Among the major program emphases within this activity are studies supporting the development of procedures and equipment for reducing and controlling aircraft noise and engine emissions. Research is also conducted on land use compatibility planning and use restrictions.

GRANTS-IN-AID FOR AIRPORTS (LIQUIDATION OF CONTRACT AUTHORIZATION)

(AIRPORT AND AIRWAY TRUST FUND)

Appropriations, 1987	($1,020,000,000)
Budget estimate, 1988	(950,000,000)
House allowance	(1,030,000,000)
Committee recommendation	(1,063,000,000)

The Airport and Airway Improvement Act of 1982, as amended, authorizes a program of grants of funds for airport planning and development, and noise compatibility planning and projects for public use airports in all States and territories.

The Committee recommends $1,063,000,000 in liquidating cash for grants-in-aid for airports. This increase over the budget is consistent with the Committee's obligation limitation on airport grants.

LIMITATION ON OBLIGATIONS

The bill also includes a limitation on obligations for airport development and planning grants which are financed under contract authority. The limitation recommended for fiscal year 1988 is $1,335,500,000. This is $318,500,000 more than the budget request and $384,500,000 less than the House allowance.

The recommended increase over the budget is intended to support a more rapid expansion of airport capacity. Airport facilities are obviously a major factor in overall system capacity and safety and will become an increasingly important constraint as the volume of air traffic continues to rise. Accordingly, the Committee expects that FAA will concentrate the resources provided, consistent with statutory requirements, on projects that directly enhance the capacity and safety of the aviation system.

Within the obligation level recommended, the Committee directs that priority be given to grant applications involving the further development of the following airports:

Albuquerque International Airport, NM;
Baltimore-Washington International Airport, MD;
Birmingham Municipal Airport, AL;
Broome County Airport, NY;
Bullhead City Airport, AZ;
Cedar Rapids Airport, IA;
Cherokee Airport, IA;
Chicago Midway Airport, IL;
Decatur Airport, IL;
Denison Municipal Airport, IA;
Des Moines Airport, IA;
Detroit City Airport, MI;
Easton Airport, MD;
Erie International Airport, PA;

Essex County Airport, NY;
Fairview Airport, OK;
Fort Lauderdale International Airport, FL;
Grant County Airport; WV;
Greater Buffalo International Airport, NY;
Greater Pittsburgh Airport, PA;
Greenwood-LeFlore County Airport, MS;
Harrisburg International Airport, PA;
Harvey Airport, ND;
Keokuk Airport, IA;
Los Angeles International Airport, CA;
Lincoln Park Airport, NJ;
Magnolia Airport, AR;
Melbourne Airport, AR;
Meridian Airport, MS;
Miami International Airport, FL;
Millville Municipal Airport, NJ;
Morristown Municipal Airport, NJ;
Niagara Falls International Airport, NY;
Orlando International Airport, FL;
Palwaukee Airport, IL;
Panola County Airport, MS;
Philadelphia International Airport, PA;
Philadelphia Northeast Airport, PA;
Robert J. Miller Airport, NJ;
Salisbury-Wicomico County Airport, MD;
St. Louis Downtown Parks Airport, MO;
Somerset Airport, NJ;
Taos Municipal Airport, NM; and
Teterboro Airport, NJ.

The Committee listed the Keokuk and Cherokee, IA airports for priority funding for fiscal year 1987 and notes that they have not yet received funding. The Committee believes that the runway construction at these airports should be completed as soon as possible. The Committee requests that the Federal Aviation Administration report to the Committee by December 1 with its plans for the funding of these two airports.

The Committee listed the Melbourne, AR, airport for priority funding for fiscal year 1987 and notes that funding has not yet been provided. The Committee further notes that FAA's feasibility study supports the need for this project. The Committee expects the FAA to give the Melbourne proposal special consideration and thorough review. The Committee believes that this proposal should be funded in fiscal year 1988. The Committee directs the FAA to report to the Committee by December 1 with its plans concerning this airport.

The Committee notes that Magnolia, AR, has been attempting since 1978 to upgrade its existing airport to the classification of basic transport airport from the present general utility airport classification. A 390-

foot extension of the present runway will accomplish this. The Committee understands that $170,000 is all that is necessary to extend the Magnolia, AR, airport an additional 390 feet.

The Committee expects applications for discretionary funds from Philadelphia International Airport/Northeast Philadelphia Airport to receive high priority consideration. Until last year, Philadelphia, the Nation's fifth largest metropolitan area, was one of only a few primary airport sites that had never requested nor received discretionary funding under the 1982 Airport and Airway Improvement Act. Projects which are beginning and for which applications are being made will provide substantial and necessary air service expansions and economic stimuli for the tri-state region served by these facilities.

The Committee recognizes and endorses the agreement between the Department of Transportation and the State of Maryland dated October 21, 1986, in which the Department of Transportation agreed to fund the Federal share of capital improvements at Baltimore-Washington International [BWI] Airport, including land acquisition to resolve noise and safety problems, runway rehabilitation, expansion of the general aviation runway, and construction of a major new runway. Improvement of the airport is a necessary and important part of the Department's effort to improve air transportation facilities for the Nation's capital, and for the Washington and Baltimore region. The Committee has noted the significant expansion of traffic at BWI, and concurs with the Department's finding that the improvement of that airport is in the public interest. Further, the Committee has noted the Maryland Department of Transportation's innovative programs designed to mitigate airport-related noise and believes that these programs should be funded at an early date. Thus, the Committee directs that BWI receive high priority in the distribution of Federal discretionary funding for airport improvements to ensure the most rapid modernizaton of that facility and the mitigation of environmental impacts created by airport operations.

The Committee expects applications for discretionary funds for Bullhead City Airport, AZ, to receive high priority consideration. This project involves the lengthening and realignment of the runways and the enlargement of the existing terminal building. These improvements are needed to accommodate the continued growth of Bullhead City, one of the fastest growing communities in Arizona.

The Committee also concurs with the House language relating to the FAA giving high funding priority to the Taos Municipal Airport, Taos, NM.

The Committee expects the city of Inglewood, CA, to receive high-priority consideration for its application to recycle noise impacted land near Los Angeles International Airport. As outlined in the FAA-approved land use compatibility study (LAX–ANCLUC], Federal funds will be used to recycle land from incompatible residential uses to compatible light industrial uses and relocate the displaced tenants. This model project represents a more efficient way of changing land use and marks the first time that an applicant has requested funds to solve an airport problem in this manner. Because of the unique and promising nature of this project, the funding process should be accelerated to facilitate the recycling of at least the first phase of the redevelopment project which will eventually encompass 73 acres. The first phase will be completed with the expenditure of sufficient FAA funds to pay actual acquisition, relocation and preparation costs of the remaining parcels identified in the original grant application.

The Committee directs that Greater Pittsburgh International Airport receive high priority for discretionary funding for the construction of the new midfield terminal project. The expansion of Greater Pittsburgh International Airport is important to the economic progress of southwestern Pennsylvania. The funds are critical to the accommodation of the 24 million passengers expected by the year 2000.

INSTRUMENT LANDING SYSTEMS

The bill contains funding for additional ILS installations in the "Facilities and equipment" appropriation. Therefore, the Committee does not concur in the House report language setting aside $10,000,000 from the Grants-in-Aid for Airports Program for the purchase or lease and installation of instrument landing and approach lighting systems.

SMOKING ON AIRLINES

The House bill contained a general provision, section 329, that would have denied airport improvement grants to any airport which permitted air carriers to provide scheduled flights of 2 hours or less on which smoking was allowed. While agreeing with the general objective of this provision, that is, to protect nonsmokeers from exposure to secondary tobacco smoke, the Committee believes this approach is neither administratively workable or consistent with the public interest in expanding airport capacity.

Instead, the Committee recommends bill language, section 327, which: (1) Establishes a direct 3-year prohibition on smoking on scheduled domestic flights of 2 hours or less; (2) imposes a civil penalty of up to $1,000 for each violation; (3) prohibits tampering with or disabling smoke alarms and imposes a civil penalty of up to $2,000 for each violation; and (4) directs the Secretary to enforce the provisions by regulation. These provisions on smoking will go into effect 4 months after enactment of this bill and stay in effect for 3 years. The Committee also urges the FAA to require airlines to post in a prominent place signs stating that smoking in the lavatory or disabling smoke alarms is illegal and violators are subject to substantial fines.

The purpose of this section is to limit the exposure of nonsmokers to ambient tobacco smoke, the harmful effects of which are generally well established. Three recent scientific reports have prompted this action. The reports, the first a congressionally mandated study of air quality in the airplane passenger cabin by the National Academy of Sciences [NAS], the second, also by NAS, on the health effects of exposure to environmental tobacco smoke, and the third by the Surgeon General on the health consequences of involuntary smoking, together support the conclusion that airborne tobacco smoke in the enclosed environment of the airplane passenger cabin poses significant health risks to passengers and crew. Cigar and pipe smoking have been prohibited in airplanes since 1983.

The congressionally mandated report on airline passenger cabin air quality found that the unique climatic conditions in the passenger cabin combine to make contamination of the air by tobacco smoke an especially egregious problem, and that the only feasible solution, at present, is to eliminate smoking entirely.

The Surgeon General and the NAS have concluded that regular exposure to ambient tobacco smoke increases the risk for lung cancer in otherwise healthy nonsmokers, and increases respiratory symptoms and disease in infants and children. These reports also find that the simple separation of smokers and nonsmokers in the same airspace is not sufficient to eliminate the nonsmokers' exposure to airborne tobacco smoke, and that in enclosed environments ventilation rates cannot be increased sufficiently (without creating wind tunnel effects) to rid the air of tobacco smoke.

In light of this body of evidence, the Committee believes an interim ban on smoking on the relatively short flights which constitute approximately 80 percent of all air carrier operations is necessary until a longer term solution can be devised.

CABIN FIRE SAFETY RULES

The Committee understands that the Federal Aviation Administration [FAA], effective October 1, 1987, will require all part 121 air carriers to have seat blocking layers that will substantially reduce the spread of cabin fires.

The Committee further understands that the FAA recently implemented a rule that would require installation of cabin interior materials in 1991, and then only in newly manufactured aircraft or those undergoing a complete cabin redesign. Because of health and safety concerns about smoking onboard aircraft, the Committee urges the FAA to consider implementation prior to the 1991 target date and, if necessary, to consider further rulemaking to retrofit the commercial fleet.

The Committee is aware that the Federal aviation regulation (49 CFR 121.308) currently requires a smoke detection system or equivalent that provides a warning light in the cockpit or provides a warning light or audio warning in the passenger cabin which would be readily detected by a flight attendant. The civil aviation fleet currently is equipped with battery operated smoke detectors. The Committee believes the FAA should consider the possible gains in safety and reliability that could accrue from wiring smoke detectors direct to electrical fuses.

ATLANTIC CITY AIRPORT

The Committee has approved a general provision prohibiting the use of funds provided in the bill for: (1) development and planning grants to the Atlantic City airport in Pomona, NJ, (except for projects required to maintain safety) and (2) any transfer of Federal property to the airport operating entity until the master plan for Atlantic City and Bader Field has been completed and an independent public regional authority has been established to operate and manage the airport. The Atlantic City airport, located at Pomona, NJ, has great potential for expansion and could become an important element of the national network of commercial service airports. At present, the airport is the site of the FAA technical center, and FAA owns all of the runways and virtually all of the property at the airport (in excess of 5,000 acres). In addition, the 177th Fighter Interceptor Group of the New Jersey Air National Guard is headquartered at the airport. The existing terminal and related facilities are owned and operated by the city of Altantic City. Thus, the expansion and development of the airport will require the planning and coordination of a number of important and legitimate interests—Federal, State, and local. For this reason, the Committee believes a moratorium on further investment of Federal resources is necessary until a more effective, less fragmented management and planning structure can be put in place.

HONOLULU INTERNATIONAL AIRPORT

The Committee has approved bill language, section 336, releasing certain conditions on U.S. Postal Service property to facilitate an exchange with the State of Hawaii. The Committee is informed that the State of Hawaii and the U.S. Postal Service are engaged in a land exchange for the expansion of Honolulu International Airport. As part of this exchange, the State of Hawaii agreed to transfer a 0.355-acre parcel of property to the U.S. Postal Service as an addition to the USPS Honolulu International Airport mail processing facility. The Committee understands that the 0.355-acre parcel of land is a remnant of land which is no longer useful to the State but is useful to the USPS. This 0.355-acre parcel is part of land transferred to the State of Hawaii by the U.S. Navy for airport purposes. The language recommended by this Committee will authorize the release of certain conditions on the use of this property to complete the transfer to the U.S. Postal Service.

The Committee has also been informed that areas 46A and 46B of the U.S. General Services Administration facility site in Moanalua and Honolulu, Oahu, HI, are necessary for the orderly development and expansion of Honolulu International Airport and the purchase of these parcels should be eligible as an allowable project cost under section 513 of the Airport and Airway Improvement Act of 1982. Therefore, the Committee has approved additional bill language, section 337, which authorizes the Federal Aviation Administration to reimburse the State of Hawaii for the acquisition of areas 46A and 46B as provided in section 510 of the Airport and Airway Improvement Act of 1982.

Operation and Maintenance, Metropolitan Washington Airports

Appropriations, 1987	$35,000,000
Budget estimate, 1988	
House allowance	
Committee recommendation	

Both Washington Metropolitan Airports, Washington National and Washington Dulles International have been transferred by lease to the Washington Airport Regional Authority pursuant to title VI of Public Law 99–591. This independent authority, whose Board of Directors comprises representatives of the States of Virginia and Maryland, the District of Columbia, and the Federal Government, will operate, maintain, promote, and develop the airports as primary airports serving the Metropolitan Washington area.

There was, therefore, no request for this account and the Committee concurs with the House in providing no additional funding.

Construction, Metropolitan Washington Airports

Appropriations, 1987	$7,000,000
Budget estimate, 1988	
House allowance	
Committee recommendation	

The Washington Airport Regional Authority, established pursuant to the Metropolitan Washington Airports Act of 1986, is now responsible for financing the capital requirements of Washington National and Washington Dulles International Airports. No funds were, therefore, requested for this account and the Committee recommends none. The House also terminates funding for this account.

Aircraft Purchase Loan Guarantee Program

Appropriations, 1987	$16,414,056
Budget estimate, 1988	
House allowance	
Committee recommendation	

The Aircraft Purchase Loan Guarantee Program was established pursuant to Public Law 85–304, as amended, which gave the Secretary of Transportation the authority to provide Government guarantees of private loans to certain air carriers for the purchase of modern aircraft and equipment when financing was not otherwise available on reasonable terms. The authority to provide new guarantees expired on October 23, 1983.

The bill includes language authorizing the Secretary of Transportation to borrow funds from the Treasury to cover the costs of aircraft loan defaults. The Committee concurs with the House in limiting outstanding obligations pursuant to this authority to an aggregate of $60,000,000. This is $15,000,000 less than the fiscal 1987 level and the budget estimate.

FEDERAL HIGHWAY ADMINISTRATION

SUMMARY OF FISCAL YEAR 1988 PROGRAM

The principal missions of the Federal Highway Administration are: administration, in cooperation with the States, of the Federal-aid Highway Construction Program, including the interstate, primary, bridge, secondary, and urban programs; regulation and enforcement of Federal requirements relating to the safety of operation and equipment of commercial motor carriers engaged in interstate or foreign commerce; and governing the safety in movement over the Nation's highways of dangerous cargoes such as explosives, flammables, and other hazardous material.

Under the Committee recommendation, a total program level of $12,333,675,000 would be provided for the activities of the Federal Highway Administration for fiscal year 1988. This is $488,069,000 less than the budget estimate, $345,725,000 less than the House allowance, and $199,277,000 less than the amounts provided for similar activities for fiscal year 1987. These comparisons do not account for programs outside the obligation ceiling, including emergency relief and minimum allocation.

The following table summarizes the fiscal year 1987 program levels, the fiscal year 1988 budget estimates, the House allowance, and the Committee's recommendations:

[In thousands of dollars]

Program	Fiscal year 1987 program level	Fiscal year 1988 budget estimate	House allowance	Committee recommendations
Limitation on general operating expenses	(205,550)	(220,140)	(215,350)	(212,248)
Highway safety research and development	7,000		7,000	
Highway-related safety grants[1]	10,000	10,000	10,000	9,900
(Liquidation of contract authority)	(12,000)	(10,000)	(10,000)	(10,000)
Railroad/highway crossings demonstration projects	11,750		14,000	2,470
Federal-aid highways[1]	12,350,000	12,787,000	12,500,000	12,220,000
(Liquidation of contract authority)	(13,130,000)	(13,400,000)	(13,400,000)	(13,400,000)
Right-of-way revolving fund[2]	(47,850)	(47,850)	(47,850)	(47,850)
Motor carrier safety	19,515	24,744	24,000	23,740
(By transfer)	800			
Motor carrier safety grants[1]	50,000	([1])	50,000	49,465
(Liquidation of contract authority)	(35,000)	(50,000)	(50,000)	(50,000)

See footnotes at end of table.

[In thousands of dollars]

Program	Fiscal year 1987 program level	Fiscal year 1988 budget estimate	House allowance	Committee recommendations
Waste isolation pilot project	10,000			16,320
Baltimore-Washington Parkway	8,000		15,000	
(By transfer)	2,000			
Other highway programs	49,887		59,400	11,780
(By transfer)	14,000			
Total	12,532,952	12,821,744	12,679,400	12,333,675

[1] Obligation ceiling on contract authority.

[2] Limitation on direct loans.

[3] The administration would fund this program under the limitation for Federal-aid highways.

Limitation on General Operating Expenses

Limitation, 1987	($205,550,000)
Budget estimate, 1988	(220,140,000)
House allowance	(215,350,000)
Committee recommendation	(212,248,000)

The limitation on general operating expenses controls spending for virtually all the salaries, expenses, and research and development programs of the Federal Highway Administration.

The Committee recommends that a limitation of $212,248,000 be provided for salaries and expenses of the Federal Highway Administration. This amount is $7,892,000 less than that requested in the budget, $3,102,000 less than that recommended by the House, and $6,698,000 more than the level provided for fiscal year 1987. The Committee recommendation provides for 2,621 full-time permanent positions. This position level is above that requested by the administration because the Committee has not approved the administration's request to privatize the Turner-Fairbank Research Center. As previously stated by the Committee, Federal operation of the center should continue, until studies regarding the feasibility of additional privatization at the center and the effectiveness of the FHWA technology transfer program are completed and that such studies demonstrate the advantages of a private facility.

The following table reflects the Committee's recommendation, the House allowance, and that requested by the administration.

[In thousands of dollars]

Program	Fiscal year 1988 budget estimate	House allowance	Committee recommendation
Direction, coordination, support	146,625	150,876	144,084
Working capital fund	16,650	16,090	16,090
Demonstration projects	2,970	2,970	2,970
Central support	14,091	7,400	7,400
National Highway Institute	1,416	1,416	1,416
Contract programs	38,388	38,243	40,288
R&D, highways and safety	(20,000)	(12,255)	(13,000)
Skill training	(2,500)	(2,500)	(2,500)
Highway safety, R&D		(7,000)	(7,000)
Trucking program	(600)	(600)	(600)
Rural transportation	(4,838)	(4,838)	(4,838)
Southwest Indiana study		(500)	(500)
West Virginia study		(100)	(100)
Minority business	(10,000)	(10,000)	(10,000)
Commodity flow study	(450)	(450)	(450)
Great River bridge study			(500)
Quad Cities intermodal study			(500)
Highway 171 study			(300)
Less carryover funds		−1,645	
Total limitation	220,140	215,350	212,248

RESEARCH AND DEVELOPMENT, HIGHWAYS

The Committee has included an increase of $2,045,000 for the Highways Contract Program over that provided by the House. Within the total funding of $13,000,000 for the Research and Development Highway Program, the Committee directs that contract program funds of $310,000 be available to the Oregon Graduate Center to continue research in the area of welding and joining structural alloys.

SOUTHWEST INDIANA STUDY

The Committee has provided funds for the Southwest Indiana study also included in the House allowance. In addition to the directives contained in the House report, the study shall also investigate and identify several nontraditional means through which such a roadway or portions of such a roadway could be financed.

ARKANSAS-MISSISSIPPI GREAT RIVER BRIDGE STUDY

Legislation enacted last year, Public Law 99–560, approved an agreement for the construction of the Great River Bridge, a highway and rail link between Desha County, AR, and Bolivar County, MS. This bridge would promote economic development to distressed multicounty areas in Arkansas and Mississippi. The Committee directs the Federal Highway Administration to conduct a thorough feasibility study with the designated State agencies responsible for the Great River Bridge. The Committee has provided $500,000 for this study.

QUAD CITIES, IOWA, ILLINOIS INTERMODAL FACILITY

The Quad Cities area is a unique location containing a number of sites where barge, rail, and interstate highways are in close proximity. An intermodal facility could significantly improve the efficiency of moving commodities in and out of the upper Midwest. A study, in coordination with the city of Davenport, the Iowa Department of Transportation, and the Army Corps of Engineers should be undertaken to determine the feasibility of constructing an intermodal facility, the likely costs and benefits of such a facility, the likely design and equipment needed for such a facility, and the most likely sites for such a facility. The Committee has provided $500,000 for the study and expects the Department to report the results of the study to the Senate and House Committees on Appropriations by January 1989.

U.S. HIGHWAY 171 STUDY

Included in the Committee's recommendation is $300,000 for the Secretary of Transportation to conduct a study of the feasibility, necessity, and cost of upgrading U.S. Higway 171 between Lake Charles and Shreveport, LA, to a four-lane highway. The Secretary is directed to submit a report to Congress on the results of the study along with any recommendations within 1 year of the date of enactment of this bill.

TRI-COUNTY RAIL PROJECT

Section 334 of Public Law 99–591 provided for obligation of up to $4,000,000 a year for Florida's maintenance of traffic allocation for operations of the Tri-County Commuter Rail System, during such time as Interstate 95 is under reconstruction in south Florida. The Committee has included clarifying bill language directing that $4,000,000 be available annually for the rail project. These funds are from Florida's regularly apportioned 4–R funds, section 104(b)(5)(B) of title 23 of the United States Code.

MOTOR CARRIER ACCESS LIMITATIONS

The House has included report language which directs the Department of Transportation to address motor carrier access problems. Through regulation the Department is to establish a definition for the word "terminal," as used in section 412 of the Surface Transportation Assistance Act of 1982, as amended. The House further directs that this regulation be in effect no later than January 1, 1988.

It is the Committee's understanding that the FHWA is currently working on the access issue including the definition of terminal. The Committee is concerned about the kinds of highways that might be made accessible to larger vehicles by such a rule. The Committee expects the Department to be cognizant and sensitive to the particular needs of the more congested urban areas.

The Committee urges the Secretary of Transportation to expedite the motor vehicle study required under secton 158 of the Surface Transportation and Uniform Relocation Assistance Act of 1987 (Public Law 100–17). It is important that this study, to be conducted by the Transportation Research Board of the National Academy of Sciences, begin as soon as possible in order to examine the issues of reasonable access. The Committee believes that the findings of this study are critical to any rulemaking on reasonable access, including the definition of terminal. Any rulemaking initiated by the Secretary shall take into consideration the results of the motor vehicle study, with safety being the foremost consideration in the rulemaking process.

FIBER OPTICS ACCESS

The Interstate Highway System is a valuable transportation resource essential to the safe and efficient transport of people and cargo, and represents a most important component of the Nation's vital infrastructure.

The Committee recognizes the System's additional potential as a valuable communications resource to the United States. The U.S. Department of Transportation is presently reviewing a proposal to allow the installation of fiber optic telecommunications cables within interstate highway rights-of-way. It is the understanding of the Committee that the fiber optics initiative has been under Department review for over a year, and that the public comment period ended in March of this year. The Committee appreciates the innovative economic development potential of this proposal and the importance of a timely decision on fiber optics access. Accordingly, the Committee directs the Secretary to complete review of the fiber optics proposal and make a final determination within 45 days of the effective date of this act.

WYOMING DEMONSTRATION PROJECT

The Committee has included bill language which allows the State of Wyoming to extend a demonstration project studying the effect of vehicle combinations pursuant to the formulas set out in 23 U.S.C. 127, formula B. Under current Federal law, the gross vehicle weight limit may not exceed 80,000 pounds on any portion of the interstate system unless a State qualified for certain grandfather rights. In 1956, when the Federal-Aid Highway Act was signed into law, Wyoming did not have a provision within its statutes which would allow the State to qualify for these grandfather rights, and thus Wyoming was bound by the 80,000-pound limitation.

The Committee's bill language extends the demonstration project.

INTERSTATE 80 BRIDGE

Fred Schwengel was a member on the House Public Works Committee for many years and was a strong advocate of the Interstate Highway System. The Committee urges that the States of Iowa and Illinois name the bridge crossing the Mississippi River on Interstate 80 near Le Claire, IA, and Rapid City, IL, the Fred Schwengel Bridge.

HIGHWAY CAPACITY IMPROVEMENTS IN CENTRAL FLORIDA

The Committee has noted the need for a major, coordinated effort on the part of State and Federal agencies to meet the increasing highway capacity needs in the Interstate 4 corridor in central Florida. The State of Florida has initiated a comprehensive study of this corridor which will identify and prioritize a series of improvements to the corridor to substantially increase highway capacity. The study, scheduled to be completed in August 1988, is expected to recommend a range of improvements including the addition of travel lanes, interchange modifications, and new interchanges where appropriate. Current levels of congestion, as well as anticipated increased congestion due to explosive population growth in central Florida, necessitate increasing the capacity of the Interstate 4 corridor in the most expeditious manner possible.

It is the intent and expectation of the Committee that the Federal Highway Administration work cooperatively with the State of Florida so that, subsequent to the completion of the corridor study, project development time is held to an absolute minimum. The Committee strongly supports the concept of a single environmental study done on a corridor basis, rather than a series of studies structured around the limits of individual construction projects. A corridor approach to facilitate project development will serve to reduce the number of studies required and, in the process, substantially reduce the time required for reviews by the relevant Federal agencies. The Committee encourages and supports any additional innovative concepts which will facilitate the early completion of capacity improvements of the Interstate 4 corridor in central Florida.

ALASKA HIGHWAY DEMONSTRATION PROJECT

Under Public Law 100–17, section 149, the demonstration project section of the highway title of the bill, the Committee understands that the State of Alaska has the flexibility to dedicate, consistent with this program, its apportioned funds to demonstrate the feasibility of nontraditional modes of transportation on the Alaska Marine Highway Transportation System.

TECHNICAL CORRECTIONS

The Committee has included bill language which makes a technical correction to the recently enacted highway bill. The enrolled bill reversed the dollar figures for two Idaho demonstration projects. This correction is necessary for the two projects to proceed for engineering and construction.

HIGHWAY SAFETY RESEARCH AND DEVELOPMENT

(HIGHWAY TRUST FUND)

Appropriations, 1987	$7,000,000
Budget estimate, 1988	....
House allowance	7,000,000
Committee recommendation	....

This activity seeks to identify, correct, and evaluate those critical elements that contribute to loss of life, disabling injuries, and property damage on American highways. The emphasis of research is to provide workable and timely solutions to a set of critical safety problems. Major projects involve improved traffic barriers, construction zone safety, traffic and pedestrian safety, and rural highway safety improvements.

Under the administration's budget request, this program would be funded by drawdown from the "Federal-aid highways" account and controlled within the limitation on general operating expenses. Under the overall limitation, the administration requested a total of $20,000,000 for research and development in both highways and highway safety.

The Committee recommends $7,000,000 for highway safety research and development to be funded by drawdown from Federal-aid highways under the "Limitation on general operating expenses" account. This is the same level provided by the House allowance, and the amount provided in fiscal year 1987.

HIGHWAY-RELATED SAFETY GRANTS

(LIQUIDATION OF CONTRACT AUTHORIZATION)

(HIGHWAY TRUST FUND)

Appropriations, 1987	($12,000,000)
Budget estimate, 1988	(10,000,000)
House allowance	(10,000,000)
Committee recommendation	(10,000,000)

Section 402 of title 23, United States Code, authorizes programs to assist States and localities in implementing highway safety programs in accordance with uniform standards established by the Secretary. Most of the activities carried out under the FHWA standards involve development and implementation of systems, procedures, manuals, et cetera, to assist highway agencies in the orderly planning and implementation of safety construction and operational improvements.

The Committee recommends $10,000,000 for liquidation of contract authority for highway-related safety grants. This is the same amount as the budget request and the House allowance, and $2,000,000 less than that provided in fiscal year 1987.

LIMITATION ON OBLIGATIONS

The Committee has set the obligation ceiling at $9,900,000.

RAILROAD-HIGHWAY CROSSINGS DEMONSTRATION PROJECTS

Appropriations, 1987	$11,750,000
Budget estimate, 1988	
House allowance	14,000,000
Committee recommendation	2,470,000

The railroad highway crossings demonstration projects are authorized by the Federal-Aid Highway Act of 1973, as amended, and title III of the National Mass Transportation Assistance Act of 1974.

Projects are funded under this authority for cities specified in law. The Federal share is derived—two-thirds from the Highway Trust Fund and one-third from general funds. A total of 19 specific sites have been named in a variety of acts as eligible for the program. The sites were chosen when a rail-highway crossing created a safety hazard, or impeded pedestrian or highway flow.

The Committee recommends $2,080,000 for the Pine Bluff, AR, Sixth Street overpass and $390,000 for the Lincoln, NB, K and L Streets project. The House allowance for fiscal year 1988 includes $14,000,000 and earmarks the funds for five specific sites. There is no budget request for this program.

FEDERAL-AID HIGHWAYS

(LIQUIDATION OF CONTRACT AUTHORIZATION)

(HIGHWAY TRUST FUND)

Appropriations, 1987	($13,130,000,000)
Budget estimate, 1988	(13,400,000,000)
House allowance	(13,400,000,000)
Committee recommendation	(13,400,000,000)

This activity comprises the majority of all federally aided programs through which the States are financially and technically aided to continue a national highway system that meets the transportation needs of the Nation in terms of capacity and safety.

All programs included within the Federal-aid account are financed from the highway trust fund. Authorizations in the form of contract authority are enacted in substantive legislation. Except for interstate construction, these authorizations are apportioned and/or allocated to the States and generally remain available for obligation over a 4-year period. Liquidating cash appropriations are subsequently requested to fund outlays resulting from obligations incurred under contract authority.

The Committee recommends a liquidating cash appropriation of $13,400,000,000 for the Federal-Aid Highway Program, the same as the budget estimate and that provided by the House.

OBLIGATION CEILING

The bill also includes language limiting obligations to $12,220,000,000. This is $280,000,000 below the House allowance and $567,000,000 below the budget request. The administration's request, however, would include under the ceiling programs that were previously exempt from the limitation, and cap the minimum allocation program at $250,000,000.

The Surface Transportation and Uniform Relocation Assistance Act of 1987, Public Law 100–17, created a number of demonstration projects, which are exempt from the obligation limitation, and increased the amounts available for the minimum allocation program (which is also exempt from the obligation ceiling). So in addition to the $12,220,000,000 available for obligation under the limitation, it is estimated that an additional $1,000,000,000 to $1,200,000,000 may be obligated in fiscal year 1988 due to changes contained in Public Law 100–17.

The total obligations for fiscal year 1988 could, therefore, be as high as $13,420,000,000.

INTERSTATE 4–R DISCRETIONARY PROGRAM

The Surface Transportation and Uniform Relocation Assistance Act of 1987, Public Law 100–17, authorized the interstate 4–R program (resurfacing, restoring, rehabilitation, or reconstructing) and set aside $200,000,000 for discretionary 4–R projects. The Committee expects that in administering this program FHWA will follow the criteria established in section 114 of the act, which directs that priority consideration be given to any project where costs exceed $10,000,000 on a high volume route in an urban area or a high truck volume route in a rural area.

Given the statutory criteria, the Committee directs the Secretary to give priority consideration to an interstate 4–R discretionary project in Iowa involving the replacement of pavement on Interstate 80 from Iowa Route 90 to the Dallas-Polk County line. This segment is a crucial part of the Interstate System and is undergoing serious pavement deterioration because of the heavy volume of truck traffic. In addition, the Committee directs that the pending request from Oregon for discretionary 4–R funds be given priority consideration.

DISCRETIONARY BRIDGE PROGRAM

For fiscal year 1988, a total of $1,630,000,000 was authorized by Public Law 100–17, for the bridge replacement and rehabilitation program. Of this amount, $225,000,000 is set aside for the discretionary bridge program reduced by $26,421,000 for the annual demonstration projects' deduction. The net amount available is $198,579,000.

The Committee directs the Secretary to give priority designation to several bridges that have extremely low rating factors and which serve as major links for both interstate and intrastate commerce and directly impact the economic development of an area. The Committee, therefore, directs that priority designation be given to the Sixth Street Bridge in Huntington, WV; to the Southside Bridge in Charleston, WV; to the

Girard-Belmont Avenue Bridge in Philadelphia, PA; the Martin Luther King Bridge in East St. Louis, IL; and the Doremus Avenue Bridge in Newark, NJ.

INTERSTATE TRANSFER GRANTS—HIGHWAYS

This program, part of the Federal-aid highways activity, provides funding of highways substituted for Interstate System segments withdrawn from the system under 23 U.S.C. 103(e)(4). After the joint request by a State Governor and the local governments concerned, the Secretary may withdraw (from the Interstate System) interstate highway segments which pass through or connect urbanized areas within the State determined not to be essential to a unified Interstate System. The value of a withdrawn segment, adjusted for inflation, establishes an authorization against which Congress may provide funds.

Under existing law, 75 percent of the contract authority provided for highway projects substituted for withdrawn interstate highway segments is distributed by statutory formula. The remaining 25 percent is distributed on a discretionary basis.

The formula approach results in some areas receiving apportionments that partially fund segments or fall short of expeditious funding for particular projects. In earmarking funds in previous reports accompanying the appropriations bill, the Committee was impressed with the necessity to insure that certain withdrawal areas were provided sufficient funding for timely completion of planned projects that often involved multijurisdictional compacts—a particular project facet not measurable by formula.

For fiscal year 1988, $740,000,000 is to be available for interstate transfer-highway projects. Of this amount, $162,867,609 is available for discretionary allocation after $22,132,391 is set aside for the discretionary programs contribution for demonstration projects identified in section 149 of Public Law 100–17, the Surface Transportation and Uniform Relocation Assistance Act of 1987.

The Committee directs the following discretionary allocations:

State	Formula	Discretionary	Total
Arizona	$38,073		$38,073
California	2,289,819		2,289,819
Colorado	2,365,965	$5,000,000	7,365,965
Connecticut	82,950,189	40,000,000	122,950,189
Georgia	8,686,083		8,686,083
Illinois	57,316,182	40,000,000	97,316,182
Indiana	3,633,252		3,633,252
Iowa	22,463,070	16,676,609	39,139,679
Maryland	51,665,061	22,000,000	73,665,061
Massachusetts	8,713,278		8,713,278
Minnesota	1,914,528		1,914,528
Nebraska	1,452,213	9,091,000	10,543,213
New Jersey	26,645,661		26,645,661
New York	162,707,685		162,707,685
Ohio	8,560,986	10,800,000	19,360,986
Oregon	8,060,598	9,300,000	17,360,598
Pennsylvania	7,402,479	10,000,000	17,402,479

State	Formula	Discretionary	Total
Rhode Island	$54,074,538		$54,074,538
Tennessee	20,695,395		20,695,395
Virginia	592,851		592,851
Washington, DC	11,672,094		11,672,094
Other	11,100,000	[1] $22,132,391	33,232,391
Total	555,000,000	185,000,000	740,000,000

[1] Demonstration projects set aside

Right-of-Way Revolving Fund

(Limitation on Direct Loans)

(Highway Trust Fund)

Limitation, 1987	($47,850,000)
Budget estimate, 1988	(47,850,000)
House allowance	(47,850,000)
Committee recommendation	(47,850,000)

The Federal-Aid Highway Act of 1968 authorized $300,000,000 for the establishment of the Right-of-Way Revolving Fund. This fund is utilized to make cash advances to the States for the purpose of purchasing right-of-way parcels in advance of highway construction and thereby preventing the inflation of land prices from causing a significant increase in construction costs. When right-of-way aquisition has been made and highway construction is initiated, the State becomes eligible for Federal grants under the various Federal-aid highway authorizations. At the point when progress payments are made to the State for construction, the State in turn reimburses the revolving fund for advances made to that State for right-of-way acquisition. Utilizing this method of funding, all reimbursements made to the revolving fund may be reallocated to other States requiring advances. In order to assure prudent management of Federal credit programs, a fiscal year 1988 limitation of $47,850,000 on gross obligations is provided.

Motor Carrier Safety

Appropriations, 1987	$19,515,000
(By transfer)	(800,000)
Budget estimate, 1988	24,744,000
House allowance	24,000,000
Committee recommendation	23,740,000

The motor carrier safety mission is to protect the public from risks inherent in commercial truck and bus transportation by highway. The program involves Federal safety inspection and law enforcement over the highway operations of commercial interstate carriers. The administration proposed financing of this program from the Highway Trust Fund.

The bill includes a total of $23,740,000 for motor carrier safety. This is $260,000 below the House allowance and $1,004,000 less than the administration request. The Committee has not approved the administration's request to have the administration of motor carrier safety funded from the Highway Trust Fund. The funding level provides 433 full-time permanent positions for the Bureau of Motor Carrier Safety [BMCS], which was the administration request.

The amount provided includes for operations, $21,440,000; for safety contract research, $2,000,000; and $300,000 for administrative support.

WORK FORCE AND WORKLOAD

On March 12, 1986, the administration asked the Senate and House Appropriations Committees to approve a reprogramming of funds within this account in order to hire 150 additional safety specialists, and bring the total of safety specialists to 300. This request was granted. With the approval, the Federal Highway Administration was authorized to bring the field complement to 354 employees, and the entire office to 431.

As of March 31, 1987, the entire complement was 388 empoyees. Based on testimony presented to the Committee there was a concern about the high rate of attrition among the new hires. The Committee believes that the Office of Motor Carrier should make every effort to improve the retention rate and build up an experienced work force as soon as possible.

The Committee believes that under the funding recommended full enforcement and implementation of the mandatory single commercial driver's license will go forward as mandated July 1, 1987. In addition, the Committee expects that the Department will proceed with the development of standards for testing commercial motor vehicle drivers, issuing licenses, and insuring driver fitness as required by July 15, 1988, under the Commerical Motor Vehicle Safety Act of 1986.

In addition, over the next 3 years FHWA is planning to establish safety fitness ratings and monitoring the activities of approximately 185,000 motor carriers currently operating without a rating. This effort along with the above is designed to mitigate or eliminate the risks associated with preventable accidents on the highways.

MOTOR CARRIER SAFETY GRANTS

(LIQUIDATION OF CONTRACT AUTHORIZATION)

(HIGHWAY TRUST FUND)

Appropriations, 1987	($35,000,000)
Budget estimate, 1988	(50,000,000)
House allowance	(50,000,000)
Committee recommendation	(50,000,000)

This program was first authorized by the Surface Transportation Assistance Act of 1982. It would provide grants to States for improved enforcement of Federal and State motor carrier safety rules. It has been shown that added enforcement of truck safety rules reduces truck-related accidents and fatalities. The major objective of this program is to reduce the number and severity of hazardous materials accidents involving commercial motor vehicles.

The Committee recommends a liquidating cash appropriation of $50,000,000 level which is the same as the administration request and that provided by the House allowance.

LIMITATION ON OBLIGATIONS

The Committee is also recommending an obligation ceiling of $49,465,000 for motor carrier safety grants. The Commercial Motor Vehicle Safety Act of 1986 increased the Motor Carrier Safety Assistance Program to $50,000,000 with $5,000,000 earmarked for the Commerical Driver's License Program, and $250,000 for administration of the grant program.

With the funds provided it is estimated that States will be able to perform more than 1 million commercial vehicle inspections. It is projected that State roadside inspections will result in 400,000 unsafe vehicles being removed from service and 84,000 drivers placed out of service. Increased activity by the States in removing unsafe vehicles and unsafe drivers should allow the Office of Motor Carrier Safety specialists to devote less time to this activity and more time to identifying and taking action against problem motor carriers.

ACCESS HIGHWAYS TO PUBLIC RECREATION AREAS ON CERTAIN LAKES

Appropriations, 1987	$5,000,000
Budget estimate, 1988	
House allowance	
Committee recommendation	1,880,000

The bill includes a general fund appropriation of $1,880,000 for access highway to lakes that meet existing statutory criteria. This is $1,880,000 above both the House allowance and the budget request.

Section 155 of title 23 authorizes the Secretary of Transportation to construct or reconstruct access highways to public recreation areas on certain lakes. Such lakes are those bodies of water resulting from construction by various Federal agencies.

Due to the limited resources available in fiscal year 1987, not all eligible projects received funding. The fiscal year 1988 funding is for an access road to the Piney Grove public use area now under construction by the Corps of Engineers on the west side of Bay Springs Lake, MS.

BALTIMORE-WASHINGTON PARKWAY

(HIGHWAY TRUST FUND)

Appropriations, 1987	$8,000,000
(By transfer)	(2,000,000)
Budget estimate, 1988	
House allowance	15,000,000
Committee recommendation	

Due to budgetary constraints, the Committee recommends deletion of a trust fund appropriation of $15,000,000 for reconstruction of the Baltimore-Washington Parkway. The authority for this appropriation is provided under the authorization contained in the Federal-Aid Highway Act of 1970. There was no budget request for this activity.

WASTE ISOLATION PILOT PROJECT ROADS

Appropriations, 1987	$10,000,000
Budget estimate, 1988	
House allowance	
Committee recommendation	16,320,000

The waste isolation pilot project [WIPP] roads funds improvements to existing roads in New Mexico that would serve as transportation routes to the disposal site of transuranic nuclear wastes.

Funds are authorized by the Federal-Aid Highway Act of 1987, section 106(b), Public Law 100–17. That act authorizes the appropriation of $58,000,000 for fiscal years beginning after September 30, 1986. Without the authorization in place, through fiscal year 1987, $38,800,000 has been appropriated for this activity. For fiscal year 1988, the Committee recommends funding of $16,320,000.

AIRPORT HIGHWAY DEMONSTRATION PROJECT

Appropriations, 1987	$1,887,000
Budget estimate, 1988	
House allowance	
Committee recommendation	

No further funding for this demonstration project to depress a highway and extend an airport runway in Shawnee, OK, is required. There was no budget request for this project.

EXPRESSWAY GAP CLOSING DEMONSTRATION PROJECT

Appropriations, 1987	$6,200,000
Budget estimate, 1988	
House allowance	8,300,000
Committee recommendation	

The Committee does not provide any additional funding for this activity to close an expressway gap on California Route 113 between the cities of Davis and Woodland, CA, as authorized by Public Law 99–190. There was no budget request for this activity.

INTERMODAL URBAN DEMONSTRATION PROJECT

(HIGHWAY TRUST FUND)

Appropriations, 1987	$10,000,000
Budget estimate, 1988	
House allowance	10,000,000
Committee recommendation	

Section 124 of the Federal-Aid Highway Amendments of 1974 authorizes a demonstration project for the construction of a high density urban intermodal transportation connection between Franklin Avenue and 59th Street in Minneapolis, MN. This provides a highway link between the central business district and the Minneapolis-St. Paul International Airport.

Due to budget constraints the Committee recommends no funds for this project. There was no budget request for this activity.

HIGHWAY SAFETY AND ECONOMIC DEVELOPMENT DEMONSTRATION PROJECTS

(HIGHWAY TRUST FUND)

Appropriations, 1987	$10,000,000
(By transfer)	(5,000,000)
Budget estimate, 1988	
House allowance	10,000,000
Committee recommendation	4,950,000

Public Law 99-500 and Public Law 99-591 authorized four demonstration projects in Mississippi. A total of $15,000,000 was provided in fiscal year 1987 and the House has recommended an additional $10,000,000 in fiscal year 1988 funds. There was no budget request for these projects.

The Committee recommends a funding level of $4,950,000 for fiscal year 1988.

AIRPORT ACCESS DEMONSTRATION PROJECT

(HIGHWAY TRUST FUND)

Appropriations, 1987	$4,000,000
Budget estimate, 1988	
House allowance	
Committee recommendation	

The Committee does not include additional funding for the airport access demonstration project in the vicinity of the Ontario International Airport in San Bernardino County, CA. This project was authorized in Public Law 99-591 and the Surface Transportation and Uniform Relocation Assistance Act of 1987, Public Law 100-17.

The House has included report language regarding this project's matching requirement.

The Committee has not been informed on the necessity of this language and, therefore, has not included similar language, and objects to its inclusion.

HIGHWAY SAFETY IMPROVEMENT DEMONSTRATION PROJECT

(HIGHWAY TRUST FUND)

Appropriations, 1987	$4,800,000
(By transfer)	(2,000,000)
Budget estimate, 1988	
House allowance	2,000,000
Committee recommendation	

The Committee does not include funding for this demonstration project, which is for a variety of improvement projects in the vicinity of Pontiac and East Lansing, MI. There was no budget request for this activity.

Public Law 99–500 and Public Law 99–591 authorized total appropriations of $32,000,000 for these highway improvements. A total of $6,800,000 was provided in fiscal year 1987 and the House has included an additional $2,000,000 for fiscal year 1988.

HIGHWAY-RAILROAD GRADE CROSSING SAFETY DEMONSTRATION PROJECT

(HIGHWAY TRUST FUND)

Appropriations, 1987	$2,000,000
(By transfer)	(2,000,000)
Budget estimate, 1988	
House allowance	10,000,000
Committee recommendation	

The House has included an additional $10,000,000 for a series of highway-railroad grade crossings in Mineola, NY. There was no budget request in support of the House allowance.

Public Law 99–500 and Public Law 99–591 authorized a total of $50,000,000 for this project and included an initial appropriation of $2,000,000. In fiscal year 1987, a total of $4,000,000 was provided.

The Committee has not included any funds for this project.

NUCLEAR WASTE TRANSPORTATION SAFETY DEMONSTRATION PROJECT

(HIGHWAY TRUST FUND)

Appropriations, 1987	$2,000,000
Budget estimate, 1988	
House allowance	
Committee recommendation	

In fiscal year 1987, $2,000,000 was included for a project to construct a highway near the Los Alamos National Laboratory in New Mexico. No additional funds are required for the project.

Theodore Roosevelt Bridge Capacity Improvements

(Highway Trust Fund)

Appropriations, 1987	$1,500,000
Budget estimate, 1988	
House allowance	
Committee recommendation	

In fiscal year 1987, $1,500,000 was provided for necessary expenses to improve the safety, capacity, and operation of the Theodore Roosevelt Bridge on Interstate 66 connecting Virginia and the District of Columbia. No additional funding is provided.

Airport Access Highway Demonstration Project

(Highway Trust Fund)

Appropriations, 1987	$2,500,000
Budget estimate, 1988	
House allowance	
Committee recommendation	

Public Law 99–500 and Public Law 99–591 provided appropriations of $2,500,000 for an airport access highway in the vicinity of the New Orleans International Airport in Jefferson Parrish, LA. No additional funds are provided.

Bridge Improvement Demonstration Project

Appropriations, 1987	
Budget estimate, 1988	
House allowance	$5,000,000
Committee recommendation	

The House has included bill language to provide Federal funds for 80 percent of the expenses associated with the construction of a bridge to Blount Island, widening Florida State highway 105 and constructing an interchange. The projects are in the vicinity of Jacksonville, FL. The House has provided $5,000,000 in general funds for this purpose.

The Committee has not included funding for this project.

Vehicular and Pedestrian Safety Demonstration Project

(Highway Trust Fund)

Appropriations, 1987	
(By transfer)	($5,000,000)
Budget estimate, 1988	
House allowance	7,000,000
Committee recommendation	

The Supplemental Appropriations Act for Fiscal Year 1987, Public Law 100–71, authorized the appropriation of $12,000,000 from the Highway Trust Fund for improving safety on Federal-aid urban and secondary roads involving Route 66 in Northampton and Huntington, MA. In addition, $5,000,000 was provided by transfer from the Motor Carrier Safety Grants Program.

In addition to the funds provided in fiscal year 1987, the House has included an additional $7,000,000 in fiscal year 1988 funds. There was no budget request for these funds and the Committee has not provided any additional funds.

HIGHWAY BRIDGE RELOCATION DEMONSTRATION PROJECT

Appropriations, 1987	....
Budget estimate, 1988	....
House allowance	$2,600,000
Committee recommendation	....

The House has included bill language appropriating $2,600,000 to cover 80 percent of the costs associated with the relocation of U.S. Highway 101 and the Queets River Bridge in Washington. There was no budget request for these funds and the Committee has not provided any funding.

HIGHWAY BYPASS DEMONSTRATION PROJECT

Appropriations, 1987	....
Budget estimate, 1988	....
House allowance	$2,000,000
Committee recommendation	....

The House has included $2,000,000 for environmental studies and preliminary engineering related to the Prunedale Highway bypass on U.S. Highway 101 in Monterey, CA. These funds are expected to cover 80 percent of the costs associated with the project.

There was no budget request for the funds and the Committee has not provided any funding.

HIGHWAY WIDENING AND IMPROVEMENT DEMONSTRATION PROJECT

Appropriations, 1987	....
Budget estimate, 1988	....
House allowance	$2,500,000
Committee recommendation	....

The House provides $2,500,000 to cover 80 percent of the expenses associated with a highway project between Paintsville and Prestonsburg, KY. There was no budget request for these funds and the Committee has not provided any funding.

CORRIDOR SAFETY IMPROVEMENT PROJECT

(HIGHWAY TRUST FUND)

Appropriations, 1987	....
Budget estimate, 1988	....
House allowance	....
Committee recommendation	$4,950,000

The Committee has included bill language which authorizes and appropriates funding for corridor safety improvements on the Route 1 corridor in New Jersey. The funds are for preliminary engineering and right-of-way acquisition for Route 1 and 130 interchange, and for Adams/Cozzens Lane, to Route 130 including the Northeast Corridor Bridge.

BRIDGE CAPACITY IMPROVEMENTS

(HIGHWAY TRUST FUND)

The Committee has included bill language authorizing $8,000,000 for a second crossing of the Nashua River in Nashua, NH. A second crossing is necessary to improve air quality and reduce dangerous levels of carbon monoxide in the area. These funds are for the bridge and connecting roads.

NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

SUMMARY OF FISCAL YEAR 1988 PROGRAM

The National Highway Traffic Safety Administration [NHTSA] was established as a separate organizational entity in the Department of Transportation in March 1970, to reduce the mounting number of deaths, injuries, and economic losses resulting from traffic accidents on the Nation's highways. Later, activities were added for improving automotive fuel economy and to institute some consumer programs. The National Traffic and Motor Vehicle Safety Act provides for the establishment and enforcement of Federal safety standards for motor vehicles and associated equipment and research, including the operation of required testing facilities. The Motor Vehicle Information and Cost Savings Act initially provided for the establishment of low-speed collision bumper standards, consumer information activities, diagnostic inspection, and odometer regulations and was later amended to incorporate responsibility for the administration of Federal automotive fuel economy standards. Under section 403 of title 23, United States Code, technical assistance is provided to the States in the conduct of their highway safety programs, and research and demonstration projects are conducted to develop and show the effectiveness of new techniques and countermeasures to address highway safety problems.

Grants are provided to the States under title 23, United States Code, section 402 to assist in the establishment and improvement of highway safety programs designed to reduce traffic deaths and injuries. Grants are funded as contract authority and are apportioned by formula to the States. Incentive grants are also allocated to the States for alcohol safety programs under title 23, United States Code, section 408.

The Committee recommends a total program level of $233,565,000 for the activities and programs of the National Highway Traffic Safety Administration for fiscal year 1988. This is $10,907,000 more than the budget request and $1,415,000 more than the House allowance.

The following table summarizes the Committee recommendations:

[In thousands of dollars]

Program	Fiscal year 1987 program level	Fiscal year 1988 budget estimate	House allowance	Committee recommendations
Operations and research	89,939	90,008	96,750	89,920
(By transfer)	(6,000)			
Highway traffic safety grants:				
(Liquidation of contract authority)	(127,000)	(127,900)	(133,000)	(135,000)
Safety formula grants[1]	121,060	110,000	121,000	124,650
Rescission	-5,000			
Alcohol safety incentive grants[1]	16,150	17,900	14,400	14,245
Highway safety information and education[2]	4,750	4,750	([3])	4,750
Total	232,899	222,658	232,150	233,565

[1] Obligation ceiling on contract authority.

[2] Ceiling on cumulative obligations after fiscal year 1982.

[3] The House does not include the obligation ceiling for the section 209 program.

OPERATIONS AND RESEARCH

Appropriations, 1987	$89,939,000
(By transfer)	(6,000,000)
Budget estimate, 1988	90,008,000
House allowance	96,750,000
Committee recommendation	89,920,000

The bill includes an appropriation of $89,920,000 for operations and research, which is $88,000 less than the budget request and $6,830,000 less than the House allowance.

This level of funding provides for 6 additional personnel above the budget request of 640 permanent full-time positions. The position levels by program are listed in the table.

The amount appropriated is to be distributed as follows:

[Dollars amounts in thousands]

Program	Fiscal year 1987 appropriation level	Fiscal year 1988 budget estimate	House allowance	Committee recommendations
Rulemaking	$7,290	$7,851	$7,800	$7,750
Positions	(88)	(88)	(90)	(88)
Enforcement	$11,715	$12,581	$12,325	$12,335
Positions	(101)	(101)	(101)	(101)
Highway safety	$21,645	$22,652	$19,350	$23,140
Positions	(174)	(174)	(174)	(176)
Research and analysis	$49,760	$39,980	$50,700	$40,240
Positions	(141)	(141)	(145)	(145)

[Dollars amounts in thousands]

Program	Fiscal year 1987 appropriation level	Fiscal year 1988 budget estimate	House allowance	Committee recommendations
General administration	$7,755	$8,639	$8,400	$8,315
Positions	(48)	(48)	(48)	(48)
Office of the Administrator	$2,634	$3,165	$3,025	$2,990
Positions	(88)	(88)	(88)	(88)
Total	[1] $100,799	[1] $94,868	[2] $101,600	[2] $94,770
Positions	(640)	(640)	(646)	(646)

[1] Includes $4,860,000 available for administration of section 402 program.

[2] Includes $4,850,000 available for administration of section 402 program.

RULEMAKING

The rulemaking effort is financed entirely from Federal funds. This activity covers rulemaking relative to Federal motor vehicle safety standards, fees and equipment, automotive fuel economy standards, international harmonization of standards, and regulatory reform.

The House has included an additional $100,000 for the New Car Assessment Program [NCAP]. These funds are provided to retest up to five vehicles that had the highest dummy injury readings in the previous year's NCAP crash tests. The Committee concurs with this initiative under rulemaking's Auto Consumer Contract Program.

In addition to the funds provided for the Automotive Consumer Contract Program, the House has included funds for two additional positions for rulemaking activities associated with light truck and van safety. The House has set target dates for rulemakings in the occupant containment-protection area and the antilocking brake area. The Committee has not included the funds for the additional rulemaking positions, as it does not set specific target dates for new rulemakings in the areas directed by the House.

The Committee has reduced the salaries and benefits and operating expenses based on expected management savings.

ENFORCEMENT

This program provides for the enforcement of programs described under the rulemaking activity, including manufacturer compliance with motor vehicle safety and fuel economy standards, investigation of safety-related defects, and surveillance of odometer tampering. Financing is entirely from Federal funds.

The Committee does not concur with the House position which reduces the budget request by the $150,000 associated with the San Angelo Tire Research Building improvements on the Goodfellow Air Force Base. The Committee does expect administrative savings of $200,000.

HIGHWAY SAFETY

This program provides technical support to States in the conduct of their safety programs, conducts demonstration programs emphasizing alcohol countermeasures and safety belt usage, and provides for the operation and improvement of the national driver register. In addition, the program will be involved in the implementation of the Federal motor vehicle safety standard 208 on occupant protection.

Under the funding recommended, the Committee has fully funded the National Occupant Protection Program request of $5,000,000. In providing these funds, the Committee expects NHTSA to continue having States set safety belt use goals and identify strategies to meet those goals. The Committee notes that some States with belt use laws have been able to achieve use rates of 70 percent. This use rate, therefore, appears to be an achievable target for States to adopt, so that further life-saving and injury-reducing benefits can be achieved. The Committee concurs with the House report that directs NHTSA to submit a report to the Senate and House Appropriations Committees by March 1, 1988, listing the goal of each State, summarizing programs to meet those goals, and explaining how NHTSA's Occupant Protection Information Program has been integrated into each of those State plans to ensure maximum effectiveness.

In providing funds for the occupant protection program, the Committee expects NHTSA to focus its efforts toward the goal of a nationwide safety seatbelt use rate of 70 percent by 1990, and for increasing the current usage of child safety seats from just under 50 percent to 70 percent by the same year.

The Committee has provided the Occupant Protection Program funds from new appropriations and does not concur with the House position that would use section 209 moneys. A further explanation is included under the safety education and information grants (sec. 209) title.

Under the highway safety activity, the House has included funding of $775,000 above the requested level for the Alcohol Safety Program. The Committee concurs with the House emphasis on Project TEAM (techniques for effective alcohol management). This effort, using very little Federal funding, has generated a great amount of interest and involvement, including such groups as the International Association of Auditorium Managers, the National Basketball Association, the National Safety Council, Major League Baseball, the Motor Vehicle Manufacturers Association, the National Automobile Dealers Association, CBS Television, Government Employees Insurance Co., Allstate Insurance, and National Association of Governor's highway safety representatives. The Committee has included additional resources above the budget request based on the need for two additional personnel associated for further expansion of the TEAM effort.

In the counter measures and support program the House has included $250,000 above the budget request to complement recommendations regarding emergency medical service improvements for Dade County, FL. The Committee has not included funds for this specific project due to budgetary constraints.

The Committee has not included additional funds for the periodic motor vehicle inspection study because this can be handled out of existing funds requested for NHTSA's safety effort. It is the Committee's understanding that an in-house effort is already under way on this subject and NHTSA is directed to report the results of that study to the Senate and House Appropriations Committees by September 1, 1988.

The Committee has included an additional $300,000 for a four- to five-State demonstration project focused on the use and effectiveness of an emergency medical services [EMS] sensitivity index. The Committee understands that such an index tracks an automobile accident victim from point of entry into an emergency medical services system until discharge. The Committee directs that demonstration States be chosen to fully reflect the rural, urban, and suburban nature of travel on the highways.

Slight reductions were made to the budget request based on the expectation of administrative savings.

RESEARCH AND ANALYSIS

This program provides motor vehicle safety and highway safety research and development in support of all NHTSA programs, including the collection and analysis of data to identify safety problems, develop alternative solutions, and assess costs, benefits, and effectiveness. Major activities include crashworthiness research and support for the national accident sampling system and the fatal accident reporting system.

The House has included funding above the requested level for a variety of initiatives including: $10,000,000 for NHTSA's sponsoring research and analysis by the Centers for Disease Control [CDC] on injury control; $2,000,000 for light truck and van research; $250,000 for a study on the safety impact of the new 65-miles-per-hour speed limit; $250,000 for a study on the impact of seatbelt usage on insurance rates; and $120,000 for four additional personnel positions. The House reduced the request for research and analysis by cutting funds for the national accident sampling system, retirement pay, rental payments, and employee awards.

The Committee has not included funds for the CDC injury control effort. The Committee's understanding was that the Center for Injury Control would be funded by Labor-Health and Human Services appropriations after the seed money provided by Transportation appropriations. Funds provided in the past have been recommended for studies covering fall-related fractures; fatal and nonfatal injuries among Kentucky farmers; violent death in the home in relation to gun ownership; preventing injuries from marital violence; and an evaluation of school-based adolescent suicide prevention programs.

While these studies may be worthwhile, the Committee does not feel that devoting approximately 11 percent of NHTSA's budget to this effort is affordable considering that less than half the studies are concerned with automobile-related trauma. The Committee directs NHTSA to report to the Senate and House Appropriations Committees by

March 1, 1988, detailing the expenditure of all funds provided by the Committees including description of research, length of contract, and recipients of the funds. In addition, the report should include an assessment of likely funding sources, private and public, for the Center for Injury Control.

The Committee has restored the funds ($500,000) cut by the House for the National Accident Sampling System [NASS]. Good accident data are important for the introduction of safety-related design features and innovations. In the Safety Review Task Force report on NHTSA, dated January 1987, there was a recommendation to refocus the NASS to produce more useful data for crashworthiness research. The Committee concurs with this recommendation and directs NHTSA to expeditiously move on this recommendation. Funds above the budget request for light truck research are not included as proposed by the House. With an enhanced and refocused NASS, the Committee believes that more cases on late model passenger cars and light trucks can be obtained by reducing cases in other categories no longer being used. The Committee believes that a reliable NASS, properly focused, can advance automotive safety.

Of the other House initiatives, the Committee has included $250,000 for NHTSA to assess speed limit safety impacts. With the increase in speed, a renewed emphasis must be made in achieving compliance with posted speed limits. In addition to the House's objectives, the Senate expects NHTSA to assess the current state of monitoring/enforcement methodologies; assess information strategies that support enforcement efforts; assess new radar enforcement technologies; and assess speed compliance and the relationship to crashes. To address the Senate concerns, an additional $200,000 is provided. The Committee agrees with the House that before the studies are undertaken, a detailed study plan should be presented to the Senate and House Appropriations Committees for review and approval.

The Committee directs the Secretary to conduct a comprehensive study and investigation regarding the safety of fuel tank systems on over-the-road trucks. Such study and investigation shall include the results of tests performed by the Department on safety foam and other available products which greatly reduce the hazards associated with fuel tank-related fires and explosions as well as related data that is available from the use of these materials in aircraft. The Committee provides $175,000 to carry out the test program and study. A report on the findings of this study and testing shall be submitted to the Congress not later than March 1, 1989.

Within the funds provided, the Committee directs NHTSA to implement the field testing of the mechanical airbag system. Such testing should be conducted with the voluntary participation of several States' police fleets. The Committee expects such testing to be conducted on the mechanical system on which NHTSA has already completed preliminary testing.

No additional funds are included for the insurance rate study (based on the Texas experience). The Committee believes that the report requested by the House can be funded and conducted under the budget request. However, additional funding of $100,000 is included for four additional personnel to support the NASS refocus and the in-house work on light trucks and vans.

GENERAL ADMINISTRATION AND OFFICE OF THE ADMINISTRATOR

Major activities include overall executive direction, planning, program evaluation, and implementation. The Committee recommends a total of $11,305,000 for these activities, which is $120,000 below the House allowance.

HIGHWAY TRAFFIC SAFETY GRANTS

(LIQUIDATION OF CONTRACT AUTHORIZATION)

(HIGHWAY TRUST FUND)

Appropriations, 1987	($127,000,000)
Budget estimate, 1989	(127,900,000)
House allowance	(133,000,000)
Committee recommendation	(135,000,000)

Under the Highway Traffic Safety Grants Program, grants of contract authority are provided to the States to assist in the establishment and improvement of highway safety programs designed to reduce traffic deaths and injuries. Safety formula grants are apportioned to the States on the basis of population (75 percent), and public road mileage (25 percent). The program requires that the States match 25 percent of the Federal contribution with their own funds. Activities are centered predominantly on efforts that will control the drinking driver; increase the intensity of traffic law enforcement; improve the quality of emergency medical services; implement programs to increase seat belt usage; and improve the collection and analysis of traffic accident data. Incentive grants are also allocated to the States for alcohol safety programs.

The Committee recommends an appropriation for liquidation of contract authorization of $135,000,000 for the payment of obligations incurred in carrying out provisions of the State and Community Highway Safety Program (sec. 402), the Schoolbus Driver Training Program (sec. 406), the Alcohol Safety Incentives Grant Program (sec. 408), and the Safety Education and Information Grants Program (sec. 209). This is $7,100,000 more than the budget request and $2,000,000 more than the House allowance.

LIMITATION ON OBLIGATIONS (SEC. 402)

The Committee proposes a total limitation of $124,650,000 for obligations to be incurred under the Safety Formula Grants Program of section 402. This is $3,650,000 above the House allowance and $14,650,000 more than the budget request.

ALCOHOL INCENTIVE GRANTS (SEC. 408)

The Committee proposes a total limitation of $14,245,000 for obligations to be incurred under the section 408 Alcohol Incentive Grants Program. This is $3,655,000 below the budget request and $150,000 below the House allowance. The recently enacted Public Law 100–17, extended from 3 to 5 the number of years a State may receive section 408 incentive grants. The lower obligation ceiling will not affect the amount of total resources available over time for this program.

SAFETY EDUCATION AND INFORMATION GRANTS (SEC. 209)

The Committee proposes to limit cumulative section 209 obligations at $4,750,000. This is the same level as the budget request. The Committee does not concur with House report language which directs that $11,250,000 of unobligated balances be used in lieu of direct appropriations for a highway safety education and enforcement campaign designed to promote safety belt use.

The Committee notes that Congress intended section 209 as a national media effort to enhance a full range of highway safety initiatives, not just occupant protection. In fact, the Surface Transportation and Uniform Relocation Assistance Act of 1987 directs that section 209 funds not be used for any education or information relative to the implementation of Federal motor vehicle safety standard 208. Moreover, the agency has not completed the first phase of the section 209 program demonstration pilot projects. Until the evaluation reports on these projects are provided to Congress, the release of unobligated balances for national media activities would be premature.

In addition to the authorization constraints, the Committee is concerned about the House action to provide just $1,000,000 of direct appropriations for the Occupant Protection Program and limit this funding to passive restraints education efforts. This would preclude the majority of planned assistance to States for increased safety belt and child restraint usage. The Committee, therefore, recommends that requested funding for the Occupant Protection Program be provided with direct appropriations in the "Operations and research" account.

OTHER PROVISIONS

The Committee has included bill language which limits the amount of funds available for section 402 safety grant administration to $4,850,000. This is the same as the House allowance.

The Committee has repeated general provision bill language contained in the House bill which prohibits the use of funds to implement section 404 of title 23 of the United States Code.

FEDERAL RAILROAD ADMINISTRATION

Summary of Fiscal Year 1988 Program

The Federal Railroad Administration became an operating administration within the Department of Transportation on April 1, 1967. It incorporated the Bureau of Railroad Safety from the Interstate Commerce Commission, the Office of High Speed Ground Transportation from the Department of Commerce, and the Alaska Railroad from the Department of the Interior. The Federal Railroad Administration is responsible for planning, developing, and administering programs to achieve safe operating and mechanical practices in the railroad industry. Grants to the National Railroad Passenger Corporation (Amtrak) and other financial assistance programs to rehabilitate and improve the railroad industry's physical plant are also administered by the Federal Railroad Administration.

The Committee recommends new appropriations totaling $683,660,000 for the activities of the Federal Railroad Administration for fiscal year 1988. This is $623,544,000 more than the budget request, $22,162,000 less than the amount provided for fiscal year 1987, and $15,565,000 less than the House allowance. These comparisons do not include the offsets associated with the redeemable preference share loan asset sales and the receipt of repaid debt borrowings.

The following table summarizes the Committee recommendations:

[In thousands of dollars]

Program	Fiscal year 1987 appropriation level	Fiscal year 1988 budget estimate	House allowance	Committee recommendations
Office of the Administrator	23,375	3,467	19,400	23,830
(By transfer)	(3,700)	(16,000)		
Railroad safety	27,165	9,299	28,825	29,770
(By transfer)	(535)	(31,350)		
Railroad research and development	9,581	(1)	10,000	9,775
Northeast Corridor Improvement Program	16,962		27,000	24,730
Grants to Amtrak	594,791		614,000	595,555
(By transfer)	(12,209)			
Railroad rehabilitation and improvement financing funds	13,290			
Portion applied to debt	−12,500			
Redeemable preference shares	6,500			
Conrail commuter transition assistance	5,000			
Settlement of railroad litigation	62,142			
Portion applied to debt	−56,928		(−38,950)	(−38,950)
Railroad loan sale		(206,000)	(240,000)	(240,000)
Total	705,822	60,116	699,225	683,660

[1] Budget proposes research and development at $9,923,000 be merged into "Railroad safety" account.

Office of the Administrator

Appropriations, 1987	$23,375,000
(By transfer)	(3,700,000)
Budget estimate, 1988	3,467,000
(By transfer)	(16,000,000)
House allowance	19,400,000
Committee recommendation	23,830,000

The Office of the Administrator provides support and guidance on critical issues concerning the railroad industry and the day-to-day operations of the Federal Railroad Administration. The appropriation includes budget activities, executive direction and administration and policy support aimed at resolving critical problems in the railroad industry. Beginning in fiscal year 1987, activities previously funded in the "Rail service assistance" account were consolidated into this account. Programs funded are (1) local rail service assistance grants—provides financial assistance to the States for rail planning and capital improvements on light density rail lines; (2) administration and special projects—includes the salaries and related expenses for administering FRA's assistance programs; and (3) Washington Union Station—maintenance, operation, and rental.

	Fiscal year 1988 budget estimate	House allowance	Committee recommendations
Local rail service assistance		$6,000,000	$8,000,000
Washington Union Station	$3,500,000		3,000,000
Contractual support	860,000	[1] 750,000	[1] 750,000
Salaries and expenses	13,207,000	13,050,000	12,480,000
Alaska RR workers' compensation	1,900,000	[2] 1,900,000	[2] 1,900,000
Total program level	19,467,000	21,700,000	26,130,000
By transfer	-16,000,000		
Carryover		-2,300,000	-2,300,000
Total appropriation	3,467,000	19,400,000	23,830,000
Positions	186	190	190

[1] Carryover funds of $750,000.

[2] Includes $1,550,000 from carryover.

LOCAL RAIL SERVICE ASSISTANCE PROGRAM

The local rail service assistance [LRSA] program was established by the Regional Rail Reorganization Act of 1973 to provide financial support to States for the continuation of rail freight service on abandoned light density lines in the Northeast. The Railroad Revitalization and Regulatory Reform Act of 1976 expanded the program to all States. In 1978 the program was further amended to allow capital assistance for rehabilitation prior to, rather than after abandonment. Amendments in 1981 prohibited the use of these funds for operating subsidies.

The existing program focuses on planning and track rehabilitation and requires a Federal/State matching ratio of 70/30 percent.

The Committee has recommended a funding level of $8,000,000, the authorized level for fiscal year 1988. The Committee has included bill language requiring that $5,500,000 of the $8,000,000 available for LRSA be administered on a discretionary basis. In addition, the Committee has included the bill language, contained in the House bill, which would distribute $2,500,000 to the States under the section 5(h)(2) and section 5(i) programs and limits the allocation for each State to $50,000 per State.

Of the discretionary funds available for local rail service assistance, the Committee directs that funds be reserved for the following projects in the amounts specified:

Binghamton rail restructure, New York	$400,000
Soo Line Railroad Wheat Line, North Dakota	389,000
Wheeling Terminal Chapline Tunnel, West Virginia	312,000
Chicago, Central & Pacific Line, Iowa	900,000
New York, Susquehanna & Western, New Jersey	1,000,000
Keokuk Junction Railway, Illinois	600,000
Burlington Northern, Illinois	300,000
CSX line, Midland City to Greenfield, Ohio	950,000

In addition to the above earmarks from the fiscal year 1988 appropriation, the Committee expects that approximately $2,000,000 of previously appropriated, fiscal year 1987, entitlement money will be made available on April 1, 1988, on a discretionary basis. After complying with the above earmarks, the Committee expects the following applications to receive priority consideration: the Alleghany Railroad's Emporium to Erie, PA, rail line, and the Canton to East Wye switch rail line in South Dakota. The Committee understands that the Ohio line does not presently meet FRA criteria for rail service assistance funds because it has not yet been approved by the Interstate Commerce Commission for abandonment. The Committee understands, however, it will be subject to such a proceeding in the near future.

The House has included bill language which is repeated by the Committee requiring that a State must expend LRSA funds granted through fiscal year 1982 before it can apply for fiscal year 1988 discretionary funds. This language is similar to language contained in previous appropriations acts.

WASHINGTON UNION STATION

The Committee recommends a level of $3,000,000 for rental payments for Washington's Union Station.

The House has not approved the requested $3,500,000 for Washington Union Station rental payments and expects necessary payments to be made by the Union Station Redevelopment Corporation from Federal funds previously provided to it by Amtrak. Amtrak funds totaling $70,000,000 previously provided were to be used for the renovation and repair of the station. The Committee expects the funds to be used for the purposes originally intended and, therefore, includes a new appropriation for rent payments. In addition to the Amtrak funds, $40,000,000 of interstate highway funds for the construction of the parking garage are being provided by the District of Columbia. The Committee expects the station construction to be completed and opened in fiscal year 1988 and that revenues will be generated from the parking garage and used to offset a portion of the total rent requirement of $3,500,000.

The Committee has included the bill language contained in the House bill which prohibits the acquisition, sale, or transference of Washington Union Station without the approval of the Senate and House Committees on Appropriations.

SALARIES AND EXPENSES

This activity provides for salaries and related expenses for the Office of the Administrator and his immediate staff, Executive Director and staff, Chief Counsel, civil rights, public affairs, budget, administration, policy, and passenger freight services. The budget request was reduced to reflect expected administrative savings.

CONTRACTUAL SUPPORT

This activity develops positions regarding various proposed structural changes in the railroad industry. Contractual support is also used to conduct internal studies dealing with traffic, economic forecasting, financial condition, and other factors that contribute to an efficient national freight railroad network.

ALASKA RAILROAD WORKERS' COMPENSATION

This activity provides for the necessary payment of lump sum workers' compensation payments to former employees of the Alaska Railroad, and to close out the Federal Government's liability for unemployment compensation payments made by the State of Alaska to railroad employees during the period of Federal ownership.

RAIL INFRASTRUCTURE STUDY

The Secretary of Transportation shall submit to the Senate and House Committees on Appropriations a report on deferred maintenance and delayed capital improvements on class II and class III railroads.

The survey and analysis will encompass an estimate of the extent of deferred maintenance on class II and class III railroads in the United States, with particular attention to the new railroads being created by the transfer of lines from the class I railroads as an alternative to abandonment. The study shall include, but not be limited to:

1. An estimate of the deferred maintenance and delayed capital improvements on the class II and class III railroads.
2. An analysis of the availability of private sector financing to fund these projects.
3. An estimate of the traffic that would be diverted from rail to highway if these railroads ceased operation.

4. An accounting of the actual mileage of lines transferred to create new class II and class III railroads since the enactment of the Staggers Rail Act of 1980.

5. An evaluaton of the initial assessment of needs for rehabilitation on the lines in (4) above, and the reasons for any underestimates or other inaccuracies.

6. An estimate of the miles of line currently owned by class I railroads that are likely to be transferred to new or existing class II or class III railroads.

7. A survey of class II and class III railroads that have failed since 1980, together with an analysis of factors that contributed to failures.

8. The Secretary shall solicit commentary on the findings of paragraphs (1) through (7) above from interested parties, including but not limited to: Association of American Railroads; American Short Line Railroad Association; Regional Railroads of America; Railway Labor Executives Association; and National Industrial Transportation League.

The report shall be submitted to the House and Senate Appropriations Committees within 180 days of enactment.

RAILROAD SAFETY

Appropriations, 1987	$27,165,000
(By transfer)	(535,000)
Budget estimate, 1988	9,299,000
(By transfer)	[1](31,350,000)
House allowance	28,825,000
Committee recommendation	29,770,000

[1] Includes $9,923,000 for research and development.

This appropriation finances the development, administration, and enforcement of programs designed to achieve safe operating and mechanical practices in the railroad industry.

The Committee recommends a $29,770,000 program level for the Railroad Safety Program. This is $956,000 below the budget request for railroad safety and $945,000 above that recommended by the House. The Committee has disapproved the proposed merger of the "Railroad safety" and "Railroad research and development" accounts. This is the same position as that taken by the House.

The funds for rail safety are intended to be distributed as follows:

	Fiscal year 1988 budget estimate	House allowance	Committee recommendations
Federal enforcement (field inspectors)	$24,083,000	$23,725,000	$23,475,000
Permanent positions	(379)	(379)	(379)
Grants-in-aid for railroad safety	$1,350,000		$1,330,000
Automated track inspection	$1,200,000	$1,200,000	$1,200,000
Regulation and administration	$4,093,000	$3,900,000	$3,765,000
Permanent positions	(65)	(65)	(65)
Total appropriation	$30,726,000	$28,825,000	$29,770,000

Federal enforcement.—This program provides salaries and related expenses for safety field operations. Federal inspectors monitor railroads for compliance with Federal laws with specific emphasis on passenger and hazardous material routes. In addition, this staff provides training to State and railroad industry personnel on safety enforcement activities, including programs dealing with alcohol and drug abuse problems. The Committee has provided for the requested alcohol and drug specialist staff position. Based on information provided the Committee, it is expected that Federal inspectors will spend approximately 2 days per month in the office and the remainder of the time in the field.

Grants-in-aid for railroad safety.—This program assists States in paying salaries and expenses incurred for State safety inspectors on an up to 50 percent cost-sharing basis. The budget request of $1,350,000 is the same as that provided in fiscal year 1987. In 1987, 31 States participated in the program with 104 inspectors. The Federal funds financed approximately 22 percent of the total States' program. The Committee has provided $1,330,000 for the program.

Automated track inspection.—This program provides for the operation of a self-propelled automatic track inspection vehicle which annually surveys approximately 25,000 miles of track. To assure continued reliable performance, the budget requested $200,000 above the fiscal year 1987 level of $1,000,000 for overhauls on the track inspection vehicle's diesels, transmissions, air-compressor, and truck beds. The Committee has provided the requested increase.

Regulation and administration.—This program funds the salaries and related expenses of safety headquarters personnel, data gathering and dissemination, planning and evaluation activities, and provides direction to the field enforcement staff. The Committee has provided the requested position level of 65, but expects further administrative savings.

CARRIER ASSESSMENT

The Committee agrees with the House position that FRA should undertake a special review of how the plans, practices, and operations of Guilford Transportation Industries impact on safety. The Committee, however, directs that such a safety assessment not be limited to just those lines carrying rail passengers. The Committee is concerned that FRA has leased track inspection cars (T1 and T3) to Guilford Industries to survey the Boston & Marine, Delaware & Hudson, and Maine Central track. The leasing program was supposed to reduce the need for FRA to operate and maintain track measurement vehicles.

The Committee finds it difficult to understand how the proper use of these vehicles failed to detect the maintenance problems associated with the lines used for passenger service. The Committee, therefore, directs that the carrier safety assessment include an analysis of the effectiveness of the lease of the T1 and T3 equipment to Guilford Industries. The results of such an assessment shall be included in the report to the Senate and House Committees on Appropriations.

TRAIN DERAILMENTS

The Committee is concerned about the significant number of train derailments nationwide, especially in western Pennsylvania. The Committee notes that there have been at least nine serious derailments during the past 18 months in Pennsylvania on track between Chicago and Washington, DC. These derailments have resulted in loss of life, damage to private property, and the evacuation of thousands of residents. The derailed trains have included freight trains transporting toxic chemicals and hazardous materials, in addition to Amtrak's Capital Limited passenger train.

The Committee recognizes that the Federal Railroad Administration recently has completed a thorough inspection of track and equipment between Ohio and Washington DC, and looks forward to receiving FRA's report on its findings and its recommendations to ensure public safety.

The Committee directs that FRA's report include recommendations to improve regulatory oversight in the following areas: (1) track inspection and enforcement; (2) equipment inspection and enforcement; and (3) train operations enforcement, including adherence to speed limits, use of controlled substances by train crews, transportation of hazardous materials, and display of warning placards on cars containing toxic chemicals.

The report also should include an assessment of the track conditions and the adequacy of current inspection procedures and staffing.

Railroad Research and Development

Appropriations, 1987	$9,581,000
Budget estimate, 1988	[1](9,923,000)
House allowance	10,000,000
Committee recommendation	9,775,000

[1] Proposed for consolidation into "Railroad safety."

The Federal Railroad Administration's Railroad Research and Development Program plans and conducts research aimed at improving all aspects of the safety of train operations and maintenance, as well as new industry development and trends. This program will address research in (1) equipment operations and hazardous materials safety; (2) track and right-of-way safety; (3) track/train safety testing; and (4) operating practices.

The Committee recommends an appropriation of $9,775,000 for railroad research and development. This is $194,000 above that provided in fiscal year 1987, $225,000 below the House allowance, and $148,000 below the administration request. This level provides for the 15 requested permanent positions. The Committee concurs with the House position that priority consideration be given to the Oregon Graduate Center to continue its welding research work.

HUMAN FACTORS RESEARCH

It is estimated that approximately 30 percent of the rail accidents are due to human factors. The Committee, therefore, directs that the FRA research and development projects begin to adequately address this area in its research budget. In prior years, the problems of human dynamics relating to train technology has been addressed in the operating practices subarea of the research budget. A good example of this type of research was a study to develop aptitude tests for locomotive engineers. A current study evaluates the human element in coping with the developing advanced technology in the train dispatcher function. These are the types of studies that should be continued. The Committee directs that of the research and development funds provided, that at least 10 percent be devoted to human factors research in 1988. In addition, the Committee directs that FRA report to the Senate and House Appropriations Committees by January 15, 1988, on how the 10 percent will be spent in fiscal year 1988 and how the FRA would target 20 percent in 1989 and 30 percent in 1990 of the research and development funds provided for human factors research.

NORTHEAST CORRIDOR IMPROVEMENT PROGRAM

Appropriations, 1987	$16,962,000
Budget estimate, 1988	
House allowance	27,000,000
Committee recommendation	24,730,000

Title VII of the Railroad Revitalization and Regulatory Reform [4–R] Act of 1976, as amended, provides for the upgrading of the Northeast corridor between Boston, MA, and Washington, DC. The law requires upgrading of the corridor to facilitate the provision of safe, dependable, rail passenger service and faster trip times. Pursuant to amendments of the 4–R Act in 1980, the major improvement work has been redirected toward the most heavily traveled segments of the corridor and emphasizes safety and reliability. Through fiscal year 1987, the total amount appropriated for this program has been $2,312,524,000 of the $2,500,000,000 authorized. No further funding has been requested by the administration.

The House has provided $27,000,000 for fiscal year 1988 and has earmarked the funds for specific projects. The Committee recommends an appropriation of $24,730,000.

The Committee recommendation compared to the House distribution is:

[In thousands of dollars]

Activity	House allowance	Committee recommendations
Communication and signal upgrades	14,000	6,230
Electric traction system upgrades	1,200	
Passenger car modifications	4,300	3,250
Locomotive modifications	1,500	1,500
North Philadelphia Station	6,000	
North Tunnel renovation		13,750
Total	27,000	24,730

AMTRAK REQUEST

Based on hearings held January 20, 1987, by the subcommittee following the Conrail/Amtrak accident of January 4, 1987, it became abundantly clear that the scarce resources annually available for the Northeast corridor improvement project [NECIP] must be spent wisely with the primary objective of ensuring safe operations. In the wake of that accident, Amtrak has submitted a revised request for NECIP funds that includes projects not originally included in the 4–R Act. The projects not originally authorized included communications and signal system upgrades; electric track system upgrades; passenger car modifications to install baggage and on-board equipment restraints and seat locks; and locomotive modifications to include event recorders, cab signal test boxes, and touch-type alerters.

In addition to the $21,500,000 of safety projects not authorized in NECIP, Amtrak requested $32,700,000 currently included in the authorized $2,500,000,000 program. The $32,700,000 included North Tunnel evacuation and fire protection facilities; installation of centralized train control [CETC] between Wilmington and Philadelphia; and track improvements including concrete ties, continuous welded rail [CWR], and undercutting.

Due to budgetary constraints faced by the Committee, it was able to only fund $24,730,000 of the $54,200,000 requested. It directs that these funds be used for the safety-related projects identified by the Committee and believes that station renovations such as the North Philadelphia Station should be funded from the regular Amtrak appropriations.

GRANTS TO NATIONAL RAILROAD PASSENGER CORPORATION (AMTRAK)

Appropriations, 1987	$594,791,000
(By transfer)	(12,209,000)
Budget estimate, 1988	
House allowance	614,000,000
Committee recommendation	595,555,000

The National Railroad Passenger Corporation (Amtrak) has been provided Federal assistance through the Department of Transportation since Amtrak's inception in May 1971, to support a national rail passenger system. This assistance has been in the form of grants for capital improvements, operating subsidies, cost sharing for intrastate rail services, and funds for labor protection costs associated with the discontinuance of rail passenger service.

The Administration did not request any funding for this program in fiscal year 1988. The Committee recommends a funding level of $595,555,000 which is $11,445,000 below the 1987 level and $18,445,000 below the House allowance. The Committee recommendation is also below the Amtrak budget request of $630,300,000, which is the authorized level for fiscal year 1988.

CAPITAL PROJECTS

Included in the Amtrak request is $86,700,000 for capital improvements. Of this amount, it is estimated that $29,200,000 will be financed from revenue enhancement sources and the net Federal subsidy request is for $57,500,000.

This request covers rolling stock, maintenance facilities, stations, right-of-way improvements, and information and communication system upgrades. The Committee believes that station improvements such as the North Philadelphia Station, which was earmarked by the House under the NECIP appropriation, should more appropriately be funded out of the regular Amtrak appropriation. The Committee has not funded the North Philadelphia Station improvements under the NECIP account but directs Amtrak to give priority consideration to this station under its budgeted station capital improvements.

The Committee has included bill language, as has the House, which specifies cost-sharing arrangements for the West Side Connection and the Atlantic City capital improvement projects. This language was included in previous appropriations acts.

The Committee directs that Amtrak continue construction of the West Side connector project in New York City expeditiously, using all of the funds previously appropriated and available for that purpose in accordance with the established project schedule agreed to by Amtrak and the State of New York.

TILT AND TURBO TECHNOLOGIES

The House has earmarked $4,000,000 for a test and revenue service demonstration of tilt and turbo technologies that are currently in revenue service in North America and Europe. This earmark was in response to a report by the Coalition of Northeast Governors' High Speed Rail Task Force which called for the study of tilt technologies for the purpose of possibly increasing the speeds of Amtrak trains using the Northeast corridor north of New York. It is the Committee's understanding that Amtrak is already planning to conduct theoretical train performance calculations, ride quality, and revenue service tests of the various tilt technologies possibly starting as early as the fall of 1987. Tilt technologies show great promise for increasing train speeds where the track has a number of banks and curves. It is Amtrak's hope that such technology will be able to reduce the travel time from New York to

Boston by as much as 1 hour to 3 hours and 40 minutes, the goal originally established in the Railroad Revitalization and Regulatory Reform Act of 1976.

The Committee directs that Amtrak proceed with its planned tests, work closely with the Coalition of Northeast Governors, the Federal Railroad Administration, and the suppliers of rail equipment in order to maximize the resources of those entities and reduce the Federal costs involved in testing this equipment. The Committee directs Amtrak to report to the Senate and House Appropriations Committees on the results within a reasonable period after the revenue service tests are completed. The Committee, however, does not earmark a specific sum of funds for these tests but expects the costs to be funded out of the appropriations provided, not to exceed $4,000,000.

GENERAL PROVISION

In Public Law 100–71, $5,000,000 was provided to restore Amtrak's Montrealer railroad passenger service. Over the past several years, the condition of these lines had been permitted by the Boston & Maine Railroad to deteriorate to the point where passanger service could not be safely operated.

The Committee has included bill language in section 328 of title III, general provisions, which would require that necessary maintenance and repair work on the Boston & Maine Railroad lines between Springfield to east Northfield, MA, and Brattleboro to Windsor, VT, be performed in accordance with provisions of existing contracts of the classes of crafts involved and the owner of the lines.

In addition, the Committee has included bill language which clarifies the tax liability of transit properties for services provided by Amtrak. Under section 501(c)(3) of the Rail Passenger Services Act as amended by the Northeast Rail Service Act of 1981 transit properties who contracted with Amtrak for the provision of commuter rail services would be exempt from State taxes. The included bill language extends this exemption to direct operators of commuter rail service that had the option of joining Amtrak commuter.

RAILROAD REHABILITATION AND IMPROVEMENT FINANCING FUNDS

Appropriations, 1987	$13,290,000
Portion applied to debt reduction	−12,500,000
Budget estimate, 1988	
House allowance	
Committee recommendation	

Section 511 of Public Law 94–210, as amended, authorizes obligation guarantees for meeting the long-term needs of the railroads. Railroads utilize this funding mechanism to finance major new facilities and rehabilitation or consolidation of current facilities. The Committee recommends that no new loan guarantees be made during fiscal year 1988, and has included bill language prohibiting all new loan guarantees. This is the same as the budget request and that provided by the House.

In fiscal year 1987, $13,290,000 was appropriated to repay promissary notes, plus accrued interest, incurred under the indemnity agreement of September 24, 1985, regarding the Milwaukee Road, Inc., railroad. There is no budget request for additional payments in fiscal year 1988 for this or other railroad's promissary notes.

REDEEMABLE PREFERENCE SHARES APPROPRIATION

(AUTHORITY TO BORROW)

Appropriations, 1987	$6,500,000
Budget estimate, 1988	
House allowance	
Committee recommendation	

Section 505 of the Railroad Revitalization and Regulatory Reform Act of 1976, as amended, authorizes the Secretary of Treasury to purchase fund anticipation notes from the Secretary of Transportation, which funds will be used to purchase redeemable preference shares from railroads to provide for capital needs to preserve rail freight services. No funds were requested for this program in 1988. Funds in fiscal year 1987 were provided for the Tri-County Commuter Rail Program near Dade County, FL, and for the Central Vermont Railroad.

RAILROAD LOAN SALES

The Committee has included bill language proposed by the House which requires that repayable railroad loans currently held by the Federal Government shall be sold only for an amount equal to or greater than the net present value of each loan. In the fiscal year 1988 budget, the Department of Transportation proposed the sale of the railroad loan assets for approximately $206,000,000.

Under existing law the Secretary of Transportation has authority to make the asset loan sales. Under the proposed bill language which would net the Federal Government a net present value of the redeemable preference shares, it is expected that the Federal Government would realize approximately $240,000,000 in revenues, as estimated by the Congressional Budget Office.

The Committee has amended the House bill language, however, to keep the authority for the sale of these assets with the Secretary of Transportation. The House would have transferred this authority to the Secretary of the Treasury. The Committee feels that the Department of Transportation has the necessary expertise, familiarity with the financial agreements and knowledge of the financial conditions of the issuer railroads to effect successful sales. The Committee expects the Department of Transportation to consult regularly with Treasury on all aspects of the sales effort.

The Government's interest should be the maximum return on asset loan sales subject to the realities of the market for these types of securities. The Government's cost of borrowing is a desirable goal for loan sales, but flexibility in pricing will be critical to successful sales since buyers must assess financial and other risks associated with these securities. The Committee expects the Department to carefully determine that the securities sales represent a fair return to the Government.

CONRAIL COMMUTER TRANSITION ASSISTANCE

Appropriations, 1987	$5,000,000
Budget estimate, 1988	
House allowance	
Committee recommendation	

Conrail commuter transition assistance has previously been provided to assist in bridge rehabilitation work for Conrail commuter rail bridges transferred to local authorities pursuant to the Northeast Rail Service Act [NERSA]. There was no budget request for this activity and the Committee does not recommend any additional funding.

SETTLEMENTS OF RAILROAD LITIGATION

(APPROPRIATION FOR DEBT REDUCTION)

Appropriations, 1987	$62,142,278
Portion applied to debt reduction	−56,928,495
Budget estimate, 1988	
House allowance	(−38,950,246)
Committee recommendation	(−38,950,246)

In fiscal year 1987, $56,928,495, plus accrued interest, was provided to repay borrowings made to settle claims of the Erie & Kalamazoo Railroad in connection with the valuation of properties transferred to Conrail. The House has included bill language also included by the Committee which allows funds previously repaid by Central Jersey Industries to reduce the public debt authority.

URBAN MASS TRANSPORTATION ADMINISTRATION

SUMMARY OF FISCAL YEAR 1988 PROGRAM

The Urban Mass Transportation Administration was established as a component of the Department of Transportation by Reorganization Plan No. 2 of 1968, effective July 1, 1968, which transferred most of the functions and programs under the Urban Mass Transportation Act of 1964, as amended (78 Stat. 302; 49 U.S.C. 1601 et seq.), from the Department of Housing and Urban Development.

The missions of the Urban Mass Transportation Administration are: to assist in the development of improved mass transportation facilities, equipment, techniques, and methods; to encourage the planning and establishment of urban mass transportation services needed for economical and desirable urban development; to provide mobility for transit dependents; to maximize productivity of urban transportation systems; and to provide assistance to State and local governments and their instrumentalities in financing such services and systems.

Under the Committee recommendations, a total program level of $3,330,530,000 would be provided for the activities of the Urban Mass Transportation Administration for fiscal year 1988. This is $1,500,669,470 more than the budget request and $119,590,000 less than the House allowance.

The following table summarizes the Committee's recommendations:

[In thousands of dollars]

Program	Fiscal year 1987 program level	Fiscal year 1988 budget estimate	House allowance	Committee recommendation
Administrative expenses	31,000		33,850	33,210
(By transfer)	(300)			
Research training and human resources	17,400		11,150	12,860
(By transfer)			(4,000)	
Formula grants	2,000,000		1,870,000	1,785,690
Discretionary grants limitation on obligations	1,002,500		1,200,000	1,187,160
Formula transit grants—Limitation on obligations		[1] 1,374,000		
Mass Transit Capital Fund (liquidation of contract authority)	(1,100,000)	[2] (1,100,000)	(1,100,000)	(1,100,000)
Interstate transfer grants—transit	200,000	([3])	130,000	128,610
Washington Metro	201,120	130,000	201,120	183,000
Total	3,452,320	1,504,000	3,450,120	3,330,530

[1] The administration's request for formula transit grants covers administrative expenses, research, training and human resources; elderly and handicapped; and planning activities.

[2] The administration's request estimated that $600,000,000 of liquidating cash was for discretionary capital grants and $500,000,000 was for the formula transit grants.

[3] The administration's request assumed that funds for the transfer program would be funded from the Highway Trust Fund.

ADMINISTRATIVE EXPENSES

Appropriations, 1987	$31,000,000
(By transfer)	(300,000)
Budget estimate, 1988	([1])
House allowance	33,850,000
Committee recommendation	33,210,000

[1] Included under Formula Transit Grants at $32,747,000.

The Committee recommends a total of $33,210,000. The budget request for administrative expenses was predicated on the reduction of 40 full-time equivalents from the fiscal year 1987 level of 455. The Committee has provided $640,000 below the House level, but $463,000 above the administration's request for fiscal year 1988, and $1,910,000 above the total provided in fiscal year 1987. In addition, the Committee has included bill language which limits the operating expenses of the Office of the Administrator to $625,000. This is $25,000 above the limitation imposed on the fiscal year 1987 funds. Similar language was included by the House.

UMTA CHARTER BUS REGULATION

On April 13, 1987, UMTA published its final rule on charter bus service. Under this regulation, a recipient of UMTA funds is prohibited from providing any charter service using UMTA-funded equipment or facilities if there is at least one private charter operator willing and able to provide the charter service that the recipient of Federal funds proposed to provide. The underlying principle behind the regulation, as well as its statutory basis, is that federally funded equipment should not be used to unfairly compete in the private charter bus market. Nor should equipment that was purchased with Federal funds for the express purpose of providing mass transportation be used in any significant way for nonmass transportation purposes such as charter bus service.

The regulation represents the culmination of a rulemaking process begun in 1981, during which time more than 300 comments were received and carefully considered by UMTA as it formulated the final regulation. The final rule went into effect on May 13, 1987, although UMTA is still seeking comments on one aspect of the rule relating to vans and small buses until August 11, 1987.

While the regulation clearly defines what type of charter activities an UMTA recipient may not engage in, it also provides flexibility under certain special circumstances. For example, the rule permits a grantee to petition UMTA to enable the grantee to provide charter service directly to a customer when private charter operators are not capable of providing charter service for special events. The Committee understands that this exception already has been granted in a number of cases, including Miami and San Antonio, for purposes of the visit of the Pope; and Indianapolis, for the Pan American Games.

While the Committee recognizes and supports the basic purpose of the charter bus regulation, it generally shares the concerns expressed by the House about the impact of the regulation, particularly on the activities of those nonprofit social service entities that in the past have relied on the charter services provided by public operators. Under the requirements of UMTA's new regulation, such nonprofit social service agencies may not be able to afford the services of private charter operators, or, in the case of certain organizations, obtain the necessary handicapped-accessible vehicles for charter service.

The Committee directs UMTA to undertake a rulemaking on a proposed amendment to its charter bus regulation that would permit nonprofit social service agencies with clear needs for affordable and/or accessible equipment to seek bids for charter services from publicly funded operators. In such cases, the public operator will be required to identify to the chartering organization any private operator that has notified it of its willingness and ability to provide comparable charter service.

The Committee believes that the related exception proposed by the House, covering all entities subject to section 501(c) of the Internal Revenue Code, would be unduly broad and difficult to administer. By narrowing the exception, the special charter needs of nonprofit social service agencies can be met without otherwise impeding the implementation of the charter bus regulation.

COORDINATING COUNCIL ON TRANSPORTATION

UMTA is in partnership with other Federal agencies, especially the Department of Health and Human Services [HHS], regarding the funding for transit services. UMTA provides capital assistance particularly through the section 16(b)(2) program to local agencies that are often dependent on HHS funds for operations, through such programs as the Older Americans Act and the Social Services Block Grant Program. Of the funds provided for administrative expenses, the Committee directs that both administrative and support personnel are identified and made available to provide UMTA's staff support for the Interagency Coordinating Council.

RESEARCH, TRAINING, AND HUMAN RESOURCES

Appropriations, 1987	$17,400,000
Budget estimate, 1988	(1)
House allowance	11,150,000
(By transfer)	(4,000,000)
Committee recommendation	12,860,000

[1] Included under Formula Transit Grants at $17,000,000.

The Research and training activity, authorized by the Urban Mass Transportation Act of 1964, as amended, provides for grants and contracts for the purpose of developing, testing, and demonstrating new facilities, equipment, techniques, and methods (operational and managerial). Also funded are grants to public bodies to provide for advanced training of personnel in the mass transportation field, grants to public and private, nonprofit institutions to assist in establishing or continuing programs which combine professional training and research in the field of mass transportation, and projects that address human resource needs as they apply to public transportation activities.

The bill includes $12,860,000 for these research and training activities, which is $2,290,000 less than the House amount and $4,140,000 less than the budget request. In addition to $11,000,000 provided in general fund money, the House has transferred to this activity $4,000,000 of unobligated funds from the Urban Mass Transportation Trust Fund. The Committee does not include transfer language.

The following table summarizes the Committee recommendations, budget request, House allowance, and last year's level:

Program	Fiscal year 1987 appropriation	Fiscal year 1988 budget estimate	House allowance	Committee recommendation
Research and technical assistance	$13,900,000	$13,500,000	[1] $12,300,000	$10,010,000
Management training	500,000	900,000	500,000	500,000
University research	1,000,000	800,000	750,000	750,000
Human resources	2,000,000	1,800,000	1,600,000	1,600,000
Total	17,400,000	17,000,000	15,150,000	12,860,000

[1] The House allowance includes $3,750,000 for a construction project.

The Committee directs that of the funds provided $1,000,000 shall be available for the continuation of the Phosphoric Acid Fuel Cell Bus Technology Development Program. It is expected that this program will be administered by the original university that had the feasibility study oversight responsibility and coordinated efforts of the advisory committee. As stated in the fiscal year 1987 Senate report, Report 99–423, page 67, the Secretary of Transportation shall enter into necessary agreements with the Secretary of Energy to coordinate research activities in this area. This program received a similar earmark in fiscal year 1987.

The Committee agrees with the House report language regarding the Cold Weather Transit Technology Program. Funds originally appropriated in fiscal year 1986 have still not been released by UMTA for the final phase of this program, which is the deicing system and its use with existing transit equipment. The Committee directs UMTA to immediately proceed on the final phase of this project.

INTERMODAL FACILITY DESIGNATION

The House has earmarked $3,750,000 for the planning and construction of an intermodal facility at Temple University which would be designed to meet the needs of the handicapped. The Committee takes exception to earmarking research funds for project engineering and construction. The Committee has provided for the Temple project under the rail modernization and extension program of the discretionary grants account funded from the transit trust fund.

SPECIALIZED TRANSIT AND RURAL TRAINING [START]

The technical assistance program was restructured in fiscal year 1985 to build a program more responsive to the needs of the transit industry. The result was to focus emphasis on: safety and security; competition and public sector involvement; financial reform and new transit policy trends. Small system safety could benefit from the development of manuals, training, and guidelines for equipment and vehicle specifications. Such an effort was begun by the UMTA safety staff, but suspended before completion. The Committee directs that necessary funds be used to complete START and disseminate the results to State transportation agencies and individual small system operators.

PRIVATE SECTOR INITIATIVE

UMTA in response to hearing questions reported that privatization efforts in fiscal year 1988 were expected to be at the same level performed in fiscal year 1987. This would mean that approximately $8,000,000 in section 6 research funds and $8,500,000 in section 8 planning funds would be expended on the private sector initiative. At this level, more than half of the research effort would be expended in this area. This is excessive relative to the total funding for research and the Committee directs that no more than $4,000,000 of the research, training and human resources funds be used in this area.

COST SHARING

The Committee concurs with the House position, as stated in previous reports, that when research conducted under this program results in the development of new or improved products by private sector firms, UMTA will negotiate arrangements that offset the Federal costs associated with such research.

MASS TRANSIT AND PERSONS WITH DISABILITIES

The Committee recognizes the need for improved cooperation between public transit operators and persons with disabilities. Accordingly, the Committee directs UMTA to fund, within 90 days of enactment, a project to involve national and local organizations representing public transit operators, the transit industry, and individuals with disabilities. The project will include the development and demonstration of a cooperative model of techniques to identify persons with disabilities in the community, to develop outreach and marketing strategies, to develop training programs for transit providers and persons with disabilities and the application of technology to solve critical barriers to transportation and accessibility. Findings will be made available at regional workshops and disseminated nationally. The amount in this bill recommended for research and technical assistance includes $1,000,000 in first-year funding to initiate such a multiyear project to be designed, implemented, and evaluated for national dissemination by the National Easter Seal Society. The society would receive demonstration funds and contract with appropriate consultants and other entities, including transit systems and disability organizations as needed to conduct demonstration and related project activities. The Committee directs UMTA to report on this project March 1, 1988, to the Committees on Appropriations.

Formula Grants

Appropriations, 1987	$2,000,000,000
Budget estimate, 1988	
House allowance	[1] 1,870,000,000
Committee recommendation	[1] 1,785,690,000

[1] Of the amount provided, $5,000,000 is for section 18(h) activities.

The Formula Grant Program is authorized by sections 9 and 18 of the Urban Mass Transportation Act of 1964, as amended by the Surface

Transportation Assistance Act of 1982 and the Federal Mass Transportation Act of 1987. It provides grants on the basis of a formula to State and local agencies for mass transportation operating and capital expenses.

The budget request proposed that this program be replaced with a Formula Transit Grants Program that would be funded from the "Mass transit" account of the Highway Trust Fund. Legislation necessary to implement the changes requested by the administration has not been enacted.

The Committee recommends $1,785,690,000 for continuation of the existing Formula Grant Program. This is $84,310,000 below the House allowance including the $5,000,000 to carry out the provisions of section 18(h), the Rural Transportation Assistance Program [RTAP]. The Committee recommendation is $214,310,000 less than that provided in fiscal year 1987.

The Committee has provided a total of $75,019,308 in fiscal year 1988 for nonurbanized, section 18, areas. This is accomplished by including bill language which sets aside $20,710,000 for the section 18 program, before the apportionment of the balance of $1,759,980,000 in section 9 funds.

The balance of $1,759,980,000 recommended by the Committee would be distributed using the formula distributions in current law and would, therefore, be distributed as follows:

—Urbanized areas with a population of 200,000 or more: These areas would receive $1,556,350,314, or 88.43 percent of the total. Of this amount, two-thirds is apportioned using a bus-tier formula and one-third is apportioned using a rail-tier formula.

—Urbanized areas with populations less than 200,000: These areas would receive $152,062,272, or 8.64 percent of the total recommended.

—Nonurbanized areas: These areas would receive $51,567,414, or 2.93 percent of the total recommended.

OPERATING ASSISTANCE

The Committee has included bill language limiting operating subsidies. Existing law governing this activity is the Surface Transportation Assistance Act of 1982 as amended by the Federal Mass Transportation Act of 1987.

To comply with the budget constraints imposed on the Committee bill language has been included which would freeze the total available for operating assistance to that provided in fiscal year 1987, or $847,044,097. The total funds available for operating assistance would, therefore, be reduced by $65,553,903 from that which would be available under the authorizing statute. The reduction in operating assistance would be limited to urbanized areas with a population of 1 million or more. The amount of operating assistance available to those areas would be $563,505,567.

IMPLEMENTATION AND FUNDING OF RURAL TRANSIT ASSISTANCE PROGRAM [RTAP] [SECTION 18(h)]

The Rural Transit Assistance Program [RTAP] originated by this Committee was established by Congress to serve as a coordinated program of research and technical assistance, training and related support services for smaller cities and nonurbanized areas. Over the years, rural transit managers have repeatedly stated that technical assistance is a most critical need. The RTAP Program was authorized as a continuing program as section 18(h) in the recently enacted Surface Transportation and Uniform Relocation Assistance Act of 1987, Public Law 100–17. The Committee has included the fully authorized level of $5,000,000 for RTAP activities. The Committee directs UMTA to report quarterly to the Senate and House Committees on Appropriations on the implementation of this program. The report should be a simple letter report listing the grants released, to whom, the date released, and the use of those funds.

GENERAL PROVISIONS

The Committee has included bill language, also included in the House bill, which prohibits the use of funds for the proposed Woodward light rail line in the Detroit, MI, area until a local source of operating funds is approved. Similar language was included in last year's bill. In addition, the Committee has included bill language, as the House did, which prohibits the use of funds for the construction or related costs of the central automated transit system (downtown people mover), in Detroit, MI.

In addition, bill language proposed by the House is included, which requires UMTA to publish a grant announcement in the Federal Register within 7 calendar days of the obligation. Such announcements are to cover obligations incurred under sections 3 and 9.

The Committee has not included the general provision bill language proposed by the House which would prohibit funding under this bill or any bill to be available to the New York Metropolitan Transportation Authority unless the authority bans smoking on the Long Island Railroad.

The Committee includes bill language which allows previously appropriated section 17, Conrail commuter rail services funds to be used for other expenses incurred after the original timeframe specified for allowable expenses.

Formula Transit Grants

(Liquidation of Contract Authorization)

(Highway Trust Fund)

Appropriations, 1987	
Budget estimate, 1988	($500,000,000)
House allowance	
Committee recommendation	

The budget request for fiscal year 1988 funding under this account is predicated on the enactment of legislation which establishes a new Formula Transit Grants Program. Funds to liquidate the contractual obligations of the existing Discretionary Grant Program are shown with the appropriate account. The administration's budget request for liquidating cash for the Formula Transit Grants Program was $500,000,000 based on a $1,374,000,000 obligation ceiling for formula transit grants.

Discretionary Grants

(Limitation on Obligations)

(Highway Trust Fund)

Appropriations, 1987	($1,002,500,000)
Budget estimate, 1988	
House allowance	(1,200,000,000)
Committee recommendation	(1,187,160,000)

The Surface Transportation Assistance Act of 1982 amended section 3 of the Urban Mass Transportation Act of 1964 (49 U.S.C. 1601 et seq.). It provided, that beginning in fiscal year 1984, funds for the section 3 discretionary program were derived exclusively from user fee revenue contained in the "Mass transit" account of the Highway Trust Fund. Additional amendments including reauthorization were included in the Federal Mass Transportation Act of 1987.

Section 3 of the Urban Mass Transportation Act of 1964, as amended (49 U.S.C. 1601 et seq.), authorizes the Urban Mass Transportation Administration to make discretionary grants or loans to States and local public bodies and agencies thereof to be used in financing mass transportation investments. Such investments may include construction of new fixed guideway systems; extensions to existing guideway systems; major bus fleet expansions; capital grants for emergency repairs to transit facilities resulting from natural disasters; deployment of new technology; innovative transit demonstrations projects; and technical planning assistance.

The Committee recommends an obligation limitation of $1,187,160,000. This is the same as the level recommended by the House. There was no budget request for this appropriation. The budget proposed that this program be replaced with a Formula Transit Grants Program that would be funded from the "Mass transit" account of the Highway Trust Fund.

The following table summarizes the Committee recommendations:

	House allowance	Committee recommendations
Bus and bus facilities	$155,000,000	$149,050,000
Existing rail modernization and extensions	440,000,000	442,190,000
New systems and new extensions	420,000,000	417,340,000
Planning	45,000,000	45,000,000
Elderly and handicapped and innovative techniques	35,000,000	35,000,000
University transportation centers	5,000,000	5,000,000
Section 9B formula grants	100,000,000	93,580,000
Total	1,200,000,000	1,187,160,000

BUS AND BUS FACILITIES

The bill includes $149,050,000 under this heading for the purchase of buses, bus related equipment and paratransit vehicles and for the construction of bus-related facilities. These funds will assist in the replacement of many over-age buses in cities of all sizes, permit the expansion of bus service to accommodate community transit needs, help finance appropriate bus maintenance facility modernization or construction, assist in bus rehabilitation, and assist in the purchase of support equipment.

Of the funds provided, the Committee directs that $18,750,000 be made available to the Mississippi River Bridge Authority for completing transit lanes on the Greater New Orleans Bridge No. 2. From the funds provided, $5,000,000 is for an automatic vehicle location and monitoring system for the Baltimore, MD, area's bus system and $900,000 is available for the Gore Valley District's bus purchases. These earmarks were contained in the House report. In addition, the Committee has earmarked $6,600,000 for the Niagara Frontier Transportation's [NFTA] to initiate the design and construction of the Cold Springs Garage as well as a major fleet renovation. The Committee supports the efforts of NFTA to maintain reliable bus operations in its service area. The NFTA has committed all of its section 9 capital funds to constructing the Babcock Street Garage, and needs to rebuild the Cold Springs Garage and undertake a major bus replacement program in order to maintain current bus operations. The Committee directs UMTA to work with NFTA to develop a multiyear funding agreement to use formula and discretionary funds for the garage and fleet renovation.

The Committee reiterates prior report language regarding the scheduled bus payments to Portland, OR, under a 1982 letter of intent to be funded out of section 3 funds. The Committee expects UMTA to honor this commitment and directs that these funds should be available without prejudice to the region competing equally with other cities for additional funds. Further, the Committee encourages UMTA to extend for 4 years the schedule for funding of the section 3 letter of intent in order that remaining balances may be obligated in accordance with the original agreement.

EXISTING RAIL MODERNIZATION AND EXTENSIONS

The Committee recommends a total of $442,190,000 for the modernization and extension of existing rail transit systems. The administration's budget request would have distributed funds for rail modernization through a formula.

Funding for this program primarily benefits the existing rail transit systems of New York, Chicago, Philadelphia, northeast New Jersey, Boston, San Francisco, Pittsburgh, and Cleveland. Other cities with rail systems can and have participated in the program.

The House has included a number of earmarks for rail modernization projects. Previous report language had directed UMTA to take earmarks out of the total funding provided and not out of a particular authority's historical share of the rail modernization account. Due to the number and size of the setasides, the Committee cannot expect UMTA to enforce this direction on a global basis.

Of the funds provided, the Committee directs that $9,000,000 be available to the State Railroad Authority of the Maryland Department of Transportation. These funds are to be used for a centralized traffic control system for the commuter rail trains operated between Baltimore, MD, and Washington, DC, and those trains operated between Brunswick, MD, and Washington, DC. The Committee further directs that $6,000,000 be made available to the Southeastern Pennsylvania Transportation Authority [SEPTA] for the Temple University rail station. This is $3,000,000 above that provided by the House in its directions. The Committee, however, did not provide the $3,750,000 from research and training funds for this project as did the House.

The Committee concurs with the House earmarks for New York Metropolitan Transit Authority's Port Jefferson line electrification and for construction of protective barriers on the Long Island Railroad's main line. These projects are earmarked at $40,000,000 and $5,000,000, respectively.

NEW SYSTEMS

The Committee suggests the allocations below, as compared to House earmarks, for preliminary engineering, right-of-way acquisition, new systems construction, and extensions.

The following table summarizes the Committee recommendations compared to the House allowance:

City and project	House allowance	Committee recommendation
Seattle (bus tunnel)	$70,000,000	$69,550,000
Miami (circulator)	20,000,000	15,900,000
Atlanta (rail construction)	108,000,000	109,310,000
Los Angeles (rail construction)	150,000,000	144,580,000
St. Louis (light rail)	57,000,000	55,160,000
Denver (busway)	15,000,000	14,905,000
Salt Lake City (preliminary engineering)		3,725,000
Jacksonville (PE and right-of-way)		4,210,000
Total	420,000,000	417,340,000

Seattle.—The Committee recommends $69,550,000 for this city's bus tunnel project. At the level recommended, there would still remain under the full funding agreement a Federal payment of $13,990,000.

Miami.—The recommended funding level of $15,900,000 is consistent with the full funding agreement that Congress directed UMTA to execute with Miami's Metro-Dade Transportation Administration.

Atlanta.—The Committee recommends $109,310,000 for Metropolitan Atlanta Rapid Transit Authority's phase D construction from Avondale to Padian Creek, including 3.1 miles and two stations.

Los Angeles.—The Committee's recommendation funds the final Federal share on the minimum operable segment 1 (MOS–1) and begins the Federal appropriations for MOS–2. Of the amount recommended, $95,100,000 will go for MOS–1 and $49,480,000 will fund preliminary engineering, right-of-way acquisition, and initial construction for MOS–2.

St. Louis.—The Committee has provided $55,160,000 for the St. Louis light rail transit project, Metro Link. In the House and Senate reports accompanying the Transportation Appropriations Act for 1987, Public Law 99–591, the Committee directed that UMTA and appropriate Metro Link representatives commence negotiations for a full funding contract. Including the $55,160,000 for fiscal year 1988, a total amount of Federal funds provided for the light rail system equals $92,781,250. It is estimated that the Federal share of the system could be as much as $250,000,000, or 75 percent, of the total estimated costs. It is essential that for future funding to be provided, the full funding contract be executed.

Denver.—The Committee recommends $14,905,000 for the Denver RTD bus/high occupancy vehicle [HOV] project. This is in addition to the $6,550,000 provided in fiscal year 1987. Federal project funds will be used to pay at least 50 percent of the design and construction of the two-lane, reversible bus/HOV lanes. Other section 3 transit funds will be used to pay for at least 75 percent of associated bus acquisitions and bus maintenance facilities. Phase I of the construction aspect of the project consists of two 12 foot wide HOV lanes with a 12 foot shoulder on one side and a 4 foot shoulder on the other side, with lanes separated by a concrete barrier. In keeping with previous Committee position that large-scale construction projects should proceed under specific terms contained in a full-funding contract, The Committee directs

UMTA to immediately negotiate such a contract with appropriate Denver RTD representatives.

Salt Lake City.—The Committee has included $3,725,000 for preliminary engineering studies by the Utah Transit Authority for a proposed light rail transit system in the Salt Lake City area. The system under study is for the I–15 State Street corridor. The Federal funds are expected to cover 75 percent of the costs associated with the studies.

Jacksonville.—The Committee recommends $4,210,000 for phase 2 of the automated skyway express people mover project. On July 10, 1987, a contract was awarded for construction of the seven-tenths of 1 mile starter line, phase 1, which is expected to begin operations November 1988. The phase 2 effort adds another 1.8 miles to the starter segement and includes a link into the downtown area from the South Bank of the St. Johns River. The funds provided would allow for design and right-of-way acquisition for the rail line, station areas, and parking facilities. It is the Committee's understanding that expeditious release of the $1,800,000 made available in the fiscal year 1985 appropriations is necessary for successful completion of the starter system. The Committee, therefore, directs UMTA to negotiate with the Jacksonville Transportation Authority on the existing full funding contract modifications necessary for the release of the $1,800,000 and modifications necessary for the project to proceed beyond the starter system.

Houston.—The Metropolitan Transit Authority of Harris County, TX (Houston Metro) is currently conducting alternatives analysis for phase II of its transit development program. Houston's phase I effort consisted of building 69 miles of dedicated transitways. Additional funding for Metro will be based on the results of the alternatives analysis.

PLANNING AND TECHNICAL STUDIES

The Committee recommends that $45,000,000 be appropriated for planning and technical studies. This is the same as the House allowance. The major activities funded under this heading include short range transportation system management and transportation improvement programs, alternatives analysis studies, and energy conservation and contingency planning.

The Committee directs that of the funds available to the Administrator for discretionary planning that $150,000 be made available to Philadelphia's Planning Commission to study the feasibility of extending rapid transit to northeast Philadelphia.

INNOVATIVE TECHNIQUES—ELDERLY AND HANDICAPPED

The Committee recommends that a total of $35,000,000 be appropriated for innovative techniques and elderly and handicapped. This is the same amount as that recommended by the House. The Committee directs UMTA to fund meritorious innovative techniques especially in regards to rural bus service deterioration as pointed out in section 330 of Public Law 100–17. The Committee directs that no more than $3,000,000 shall be expended on the innovative techniques effort. The balance, or $32,000,000 is for the section 16(6)(2) elderly and handicapped program.

UNIVERSITY TRANSPORTATION CENTERS

The Surface Transportation and Uniform Relocation Assistance Act of 1987, Public Law 100–17, established the University Transportation Centers Program funded from the transit trust fund. Under section 314 of the act, the Secretary is to make grants to one or more nonprofit institutions of higher learning to establish and operate one regional transportation center in each of the 10 Federal regions.

SECTION 9(B) FORMULA GRANTS

The Committee has included $93,580,000 for the new section 9(B) Capital Grants Formula Program. The Committee has provided, through the obligation limitation, a total of $1,187,160,000 for sections 3, 4(i), 8, 16(b), and 9(B) from the "Mass transit" account of the highway trust fund. Of this amount $187,160,000 is for the sections 3 and 9(B) program, of which one-half by authorizing statute is for the 9(B) capital grants program.

AUTOMATIC TRAIN CONTROLS [ATC]

In response to the Amtrak/Conrail accident of January 1987, the Secretary of Transportation issued an order requiring automatic train controls on all trains operating on the Northeast corridor between Washington, DC, and Boston. The automatic train control system consists of two elements—a signal transmission system located in the rail, and a receiver built into each locomative and power unit. The Northeast corridor already has a transmission system installed in the track. The proposal requires that each operator on the corridor equip their locomotives with receivers. Under the Secretary's plan all railroads and commuter authorities would be required to order receiving units by January 15, 1988.

The Committee is pleased to note that UMTA recently announced grants to New Jersey Transit and the Southeastern Pennsylvania Transportation Authority to install ATC on their rail systems. UMTA should also give priority consideration to other safety-related improvements including signal modernization and centralized traffic control so that all commuter transit trains operating on the Northeast corridor will have such equipment installed as soon as possible.

PROJECT MANAGEMENT OVERSIGHT

The Committee is concerned about UMTA's policy of charging each major capital project a flat one-half of 1 percent of the capital grant for project management oversight. This flat charge might discourage contractors and grant recipients from holding down oversight costs. The Committee directs UMTA to revise the flat charge policy so that oversight payments are based on actual expenses incurred on each project up to the maximum of one-half of 1 percent. If additional oversight funds are necessary for a particular project UMTA should notify the Senate and House Committees on Appropriations where the additional funds would come from and why additional funds are necessary prior to the obligation of funds.

The Committee strongly supports the project management oversight process. It has proven itself as a valuable tool for both grant recipients and UMTA in the planning and execution of large-scale projects, identifying problems, and minimizing construction cost overruns.

MASS TRANSIT CAPITAL FUND

(LIQUIDATION OF CONTRACT AUTHORIZATION)

(HIGHWAY TRUST FUND)

Appropriations, 1987	($1,100,000,000)
Budget estimate, 1988	(600,000,000)
House allowance	(1,100,000,000)
Committee recommendation	(1,100,000,000)

The bill includes $1,100,000,000 to liquidate obligations incurred under contract authority provided in section 21 (a)(2) and (b) of the Urban Mass Transportation Act of 1964, as amended by the Surface Transportation Assistance Act of 1982 and the Federal Mass Transportation Act of 1987 (48 U.S.C. 1601 et seq.).

INTERSTATE TRANSFER GRANTS—TRANSIT

Appropriations, 1987	$200,000,000
Budget estimate, 1988	[1]
House allowance	130,000,000
Committee recommendation	128,610,000

[1] The administration proposed that this program be funded from the highway trust fund and included under the obligation ceiling for Federal-aid highways.

Grants under this activity are authorized by the Federal-Aid Highway Act of 1973 and amended by subsequent amendments to the Federal-Aid Highway Act and the Surface Transportation Assistance Acts of 1978 and 1982. Under current law, 50 percent of the interstate transfer transit funds are to be distributed on a formula basis. No funds were requested for this program in the 1988 budget. Under the administration's proposal, this program would be funded from the Highway Trust Fund.

The bill includes $128,610,000 for transit projects which have been substituted for interstate highway segments. This is the same as the House allowance.

The Committee directs the following discretionary allocations.

Area	Formula	Discretionary	Total
San Francisco, CA	$4,339,999		$4,339,999
Killingly, CT	15,356		15,356
Hartford-New Britain, CT	797,874		797,874
Washington, DC	247,616		247,616
Chicago, IL	14,573,516	$43,945,048	58,518,564
Waterloo, IA	696,780		696,780
Baltimore, MD	14,614,465	5,935,846	20,550,311
Boston, MA	415,253	4,011,643	4,426,896
Fall River, MA	40,309		40,309
Duluth-Superior, MN	162,519		162,519
Albany, NY	88,937		88,937
New York, NY	22,748,044	10,090,938	32,838,983
Cleveland, OH	1,588,070		1,588,070
Portland, OR	541,301		541,301
Rhode Island	1,610,464		1,610,464
Memphis, TN	1,502,972		1,502,972
Construction management	321,525	321,525	643,050
Total	64,305,000	64,305,000	128,610,000

The Committee expects that any adjustments to the descretionary earmarks will be done only through regular reprogramming practice, which is consultations with, and permission of, the Senate and House Appropriations Committees.

The Committee concurs with the House position that UMTA expeditiously complete its review of the environmental impact statement [EIS] for the northeast extension of the Baltimore metro to the Johns Hopkins medical institutions complex. In addition, the Committee expects that UMTA will subsequently issue a letter of intent for the project so that it could proceed as scheduled.

The Committee directs UMTA to permit the Tri-County Metropolitan Transportation District of Oregon (Tri-Met) to proceed with preliminary engineering on the west side corridor project (UMTA consolidated project OR–23–9002/OR–90–X011) in accordance with UMTA approval granted in September 1983. It is comtemplated that Tri-Met will produce a financial plan for the project concurrently with its accomplishment of other preliminary engineering requirements. The Committee notes that as of December 1986, $1,300,234 of Federal funds were available in the consolidated project for this purpose.

WASHINGTON METRO

Appropriations, 1987	$201,119,500
Budget estimate, 1988	130,000,000
House allowance	201,119,500
Committee recommendation	183,000,000

Public Law 96–184 (Stark-Harris legislation) enacted January 3, 1980, authorizes a total of $1,700,000,000 for construction on the Washington Metrorail System. Through fiscal year 1987, $1,158,359,000 has been appropriated under the Stark-Harris authorization, leaving an unfunded balance of $541,641,000.

The Committee recommends $183,000,000 be appropriated for the Washington, DC, Metrorail System from this account. This amount is $53,000,000 more than the budget request and $18,119,500 below the amount recommended by the House.

In addition to these construction funds the Washington Metro System receives an additional $51,663,569 for the Federal share of interest payments on outstanding bonds. These funds are contained in a separate appropriation. The House has earmarked $500,000 of the construction appropriation for renovation of sound barriers near the West Falls Church Station. The Committee takes no exception to this earmark.

FULL FUNDING AGREEMENT

The terms of the full funding agreement between UMTA and Metro requires that funds to construct an operable segment and bring it into revenue operation are identified and available before work may be initiated on a new segment. Based on Metro's estimates, a total of $379,600,000 is necessary for work to begin on phase III construction ($250,000,000 Stark-Harris, $62,500,000 from the local match and $67,100,000 from reprogrammed funds). The Metro estimate is based on the assumption that $1,213,400,000 was necessary for the complete full funding agreement covering all three phases of constructing 89.5 miles.

In support of the administration's $130,000,000 request, UMTA contends that a total of Federal and local funds equaling $1,169,500,000 is necessary to complete all three phases of Metro construction. UMTA's estimate disallows $43,900,000 of Metro's costs for scope changes not reflected in the full funding agreement, expects Metro to reprogram as much as $107,600,000 of prior-year's funds, and requires local funding of $98,100,000 ($32,500,000 of the local match for 1988 and a forward funding pledge of $65,600,000).

Under the level recommended by the Committee, the regular local match would be $45,750,000, reprogrammed funds of $107,600,000 is available and the new items for the full funding contract would be temporarily postponed. Using prior-year's funds, the total then available for Metro to proceed on phase III, is $1,170,150,000.

ST. LAWRENCE SEAWAY DEVELOPMENT CORPORATION

The St. Lawrence Seaway Development Corporation is a wholly owned Government corporation established by the act of May 13, 1954, responsible for the operation, maintenance, and development of the United States portion of the seaway between Montreal and Lake Erie.

Effective April 1, 1987, the Water Resources Development Act of 1986 provides for the deposit of toll revenues in the Harbor Maintenance Trust Fund and requires a subsequent appropriation from the fund to financne the operation and maintenance of the portion of the seaway for which the Corporation is responsible. On the basis of traffic projections agreed to, by the United States and Canadian seaway agencies, it is estimated that revenues from tolls and other sources in fiscal year 1988 will be $11,200,000.

(LIMITATION ON ADMINISTRATIVE EXPENSES)

Limitation, 1987	($1,985,000)
Budget estimate, 1988	(2,136,000)
House allowance	(2,100,000)
Committee recommendation	(2,100,000)

The Committee recommends a limitation of $2,100,000 on administrative expenses, which is the same as the House allowance and $36,000 below the budget request.

Within this level the Committee funds the current position level of 37. The $175,000 increase above the fiscal year 1987 level is for Federal Employees' Retirement System payments, and annualized pay.

EISENHOWER LOCK REPAIR

Appropriations, 1987	$2,000,000
Budget estimate, 1988	....
House allowance	....
Committee recommendation	....

The Committee has not included additional funds for the Eisenhower lock repair, though it recognizes the need to complete in an expeditious manner the concrete repair at this lock which the Corporation started during the 1986 winter shutdown period.

OPERATIONS AND MAINTENANCE

(HARBOR MAINTENANCE TRUST FUND)

Appropriations, 1987	$4,000,000
Budget estimate, 1988	11,665,000
House allowance	11,500,000
Committee recommendation	11,375,000

The Corporation's operations program provides for operation of all facilities, for maintenance—including major items which are deferred to the nonnavigation season, for planning and development activities, and for undertaking various capital improvements to upgrade and modernize its facilities.

Prior to 1987 the Corporation's activities were funded by tolls on vessels transiting the seaway locks maintained by the Corporation and its Canadian counterpart. As of April 1, 1987, the Corporation's toll revenues are deposited in the Harbor Maintenance Trust Fund established by Public Law 99–662. In lieu of the toll revenues, appropriations are made from the fund as the primary source of financing for the operations and maintenance activities of the Corporation. In addition, subject to a limitation on administrative expenses, the Congress authorizes the Corporation to make expenditures from available funds and borrowing authority, and to enter into contracts without regard to fiscal year limitations as are necessary to carry out the programs set forth in its budget.

For fiscal year 1988 the Committee recommends an appropriation of $11,375,000. This is $125,000 below the House allowance and $290,000 below that requested by the administration. The reduction in funding is because of less than requested funding for contributions to the Federal Employees' Retirement System, and expected management efficiencies.

RESEARCH AND SPECIAL PROGRAMS ADMINISTRATION

Research and Special Programs

Appropriations, 1987	$19,950,000
(By transfer)	(250,000)
Budget estimate, 1988 [1]	13,039,000
House allowance [1]	12,900,000
Committee recommendation [1]	[2] 13,367,000

[1] Excludes $9,604,000 requested as a separate appropriation under "Pipeline safety."

[2] Includes $365,000 for technology and planning assistance transferred from OST.

The Research and Special Programs Administration [RSPA] was established by the Secretary of Transportation's organizational changes dated July 20, 1977. It consolidated functions formerly assigned to the Assistant Secretaries for Environment, Safety, and Consumer Affairs; Systems Development and Technology and Administration; and includes the Transportation Safety Institute [TSI]. It also acquired functions from the General Counsel and the Materials Transportation Bureau [MTB] and it absorbed the Transportation Systems Center [TSC].

The Research and Special Programs Administration serves as a research, analytical, and technical development arm of the Department for multimodal research and development, as well as special programs. Particular emphasis is given to transportation of hazardous cargo by all modes of transportation. Responsibilities of the administration are carried out under the following activities:

Operations.—This activity provides for central supervisory and management functions, including a management information system necessary for overall planning and direction of the administration. This activity also provides for management and execution of transportation programs involving aviation data management, national emergency plans/preparedness, technology and planning assistance, and management of the Transportation Safety Institute and the Transportation Systems Center. It also provides for hazardous materials and regulatory and enforcement programs.

Research and development.—This activity provides for research to support hazardous materials and to complement research programs of other operating administrations.

The Committee recommends that $13,367,000 be appropriated for research and special programs. This amount is $328,000 more than the budget request and $467,000 more than the House allowance.

The recommendation compared to the House allowance and budget request is summarized below:

	Budget request	House allowance	Committee recommendations
Operations	$11,514,000	$10,880,000	$11,347,000
Research and development	1,525,000	2,020,000	2,020,000
Positions:			
Administrator	5	5	4
Deputy administrator and science advisor			7
Chief counsel	8	8	8
Program management and administration	15	15	15
Aviation information management	10	11	11
Emergency transportation	10	10	10
Hazardous materials	77	84	84
Transportation Systems Center	527	527	527
Total	652	660	666

The Committee has transferred the technology and planning assistance activity, six positions and $365,000, from the Office of the Secretary to the Deputy Secretary and Science Advisor of Research and Special Programs. The House eliminated the program.

This function is critical to assuring that there is an effective focal point for technology transfer in the Department, and provides a necessary service to State and local governments throughout the country. Transfer of this function to the Office of the Deputy Administrator for Science and Technology [RSPA] would provide total R&D policy oversight and ensure that DOT R&D resources are allocated in conformance with departmental priorities. This organization would then better serve as the principal scientific and technical representative of the Department to the academic community, private industry, professional organizations, and other Government agencies and it would promote the sharing of transportation technology with and among the States.

Currently, this OST office responds to approximately 75,000 requests annually for assistance from governmental constituents throughout the country and apprises State and local governments as to what materials and services are available from the Department. The program would actively solicit technical and planning materials developed by State and local government organizations for dissemination nationally, thereby reducing the need for Federal funds and sponsorship of research in these areas.

The Committee concurs with the House in providing funding for seven additional positions for hazardous materials regulation and restoration of the proposed elimination of one position in the Office of Aviation Information Management which supports the essential air service program.

The Committee also concurs with the House increase for hazardous materials research and development. The additional $555,000 over the budget will support improvements to the hazardous materials information system to address deficiencies identified in a recent Office of Technology assessment report.

The amount recommended also reflects management and administrative savings of $545,000.

The Committee concurs in the House direction to RSPA to give priority consideration to the welding research program at the Oregon Graduate Center.

PIPELINE SAFETY

(PIPELINE SAFETY FUND)

Appropriations, 1987	[1] ($8,523,000)
Budget estimate, 1988	9,604,000
House allowance	9,200,000
Committee recommendation	9,400,000

[1] Part of "Research and special programs" in fiscal year 1987.

The Research and Special programs Administration is also responsible for the Department's Pipeline Safety Program. This activity is requested as a separate account for the first time in fiscal year 1988 and is entirely financed by user fees assessed to the pipeline operators.

Included under this account is the operations activity providing for the salaries and expenses and the supervisory and management functions for pipeline safety regulatory and enforcement programs. Also included is research and development to support the Pipeline Safety Program and grants-in-aid to State agencies that conduct a Pipeline Safety Program.

The Committee's recommendation for the Pipeline Safety Program is $9,400,000. This is an increase of $877,000 over the fiscal year 1987 level. It is $204,000 less than the budget request and $200,000 more than the House allowance. The amount recommended is to be allocated as follows:

	Recommendation
Personnel compensation and benefits	$2,270,000
(Positions)	(47)
Administrative costs	$657,000
Program funds	$823,000
Research and development	$650,000
State grants	$5,000,000

The Committee does not agree to the increase proposed by the House for administration. The programmatic portion of this increase, $66,000, is intended to require an additional 3 days of inspector travel per month. At present, the work of the inspections force is divided evenly between inspection travel and office time. This 50–50 balance recognizes the special requirement placed on inspectors to prepare the detailed documentation needed for effective enforcement of performance oriented regulations. Furthermore, most inspections are performed at locations remote from regional offices and thus require overnight stops away from home. Requiring inspectors to spend 65 percent of their time away from home as envisioned by the House language, could have a seriously adverse impact on the morale and stability of the work force.

In addition, the Committee believes that $152,000 in further management and administrative savings below the request for administration are possible.

The Committee has also restored one-half of the House reduction of $46,800 from the request for pipeline safety training.

STATE GRANTS

The House denied the $500,000 increase requested for State pipeline safety grants-in-aid. The Committee does not concur in this action. These grants help to support State enforcement of Federal rules for intrastate hazardous liquid pipelines. The program is also an incentive to States to accept additional inspection and enforcement responsibility for municipal and master meter intrastate gas systems.

TRANSPORTATION SYSTEMS CENTER

The bill includes legislative language, inserted by the House, prohibiting the use of funds provided in any appropriations act for planning or implementing any change in the current Federal status of the Transportation Systems Center.

TRAINING FEES

The Committee has also approved requested bill language authorizing this appropriation to be credited with fees collected for training.

OFFICE OF INSPECTOR GENERAL

Salaries and Expenses

Appropriations, 1987	$27,200,000
(By transfer)	(754,400)
Budget estimate, 1988	30,100,000
House allowance	29,300,000
Committee recommendation	28,828,000

The Office of Inspector General [OIG] was created by the Inspector General Act of 1978 (Public Law 95–452). It is intended to be an independent and objective organization with the explicit mission of: (1) Promoting organizational efficiency and effectiveness; (2) preventing and detecting fraud and abuse; and (3) to provide a means of keeping the Secretary of Transportation and Congress fully and currently informed of problems and deficiencies in the administration of departmental programs and operations.

The headquarters audit operation is composed of program offices which correspond to the transportation modes and the ADP and Technical Support Office. Field offices are located in 7 of 10 standard Federal regions. There are also five regional investigative offices which are responsible for all investigations within their designated areas. Necessary audits of the Essential Air Service Program are also conducted.

The Committee recommends $28,828,000, which is $472,000 less than the House amount and $1,272,000 less than the budget request. The recommended level will support the 471 positions requested and includes an increase over the adjusted fiscal year 1987 level to accommodate continuation of the Essential Air Service Program. The reduction from the request reflects an assortment of management and administrative cost savings.

AAS AUDITS

The Committee strongly concurs with the House on the importance of assuring that all contract costs associated with the procurement of the advanced automation system are properly audited. The rate of cost growth in the program is of serious concern and the inspector general shall, in cooperation with the Defense Contract Audit Agency [DCAA], take whatever measures are necessary to make certain that all changes in AAS contract costs are completely justified.

TITLE II—RELATED AGENCIES

ARCHITECTURAL AND TRANSPORTATION BARRIERS COMPLIANCE BOARD

SALARIES AND EXPENSES

Appropriations, 1987	$1,890,000
Budget estimate, 1988	2,000,000
House allowance	2,000,000
Committee recommendation	1,970,000

The Architectural and Transportation Barriers Compliance Board was established by section 502 of the Rehabilitation Act of 1973 to ensure compliance with the Architectural Barriers Act of 1968. Its primary role is to effectuate a Compliance Program to ensure accessibility and usability of most Federal and federally funded buildings by all persons. The Board's functions include: (1) insure that public conveyances, including rolling stock, are readily accessible to, and usable by, physically handicapped persons; (2) investigate and examine alternative approaches to eliminate architectural, transportation, communication, and attitudinal barriers; (3) make recommendations and prepare policy reports to the President and Congress on measures to eliminate such barriers; (4) provide technical assistance to all programs affected by title V of the Rehabilitation Act with respect to overcoming architectural, transportation, and communication barriers; (5) establish minimum guidelines and requirements for the standards issued under the Architectural Barriers Act, as amended. The 22-member Board is composed of 11 public members appointed by the President and 11 Federal agency heads.

The bill includes $1,970,000 for the Board, which is $30,000 below the budget request and is $30,000 less than the House allowance. The Committee expects that under the funding level provided the principal emphasis of the Board's research effort will be to complete the minimum guidelines and requirements for accessible design.

AVIATION SAFETY COMMISSION

SALARIES AND EXPENSES

Appropriations, 1987	$2,000,000
Budget estimate, 1988	....
House allowance	....
Committee recommendation	....

The Aviation Safety Commission was authorized and $2,000,000 was provided for its activities in Public Law 99–591. The Commission's mandate is to "make a complete study of the organization and functions of the Federal Aviation Administration . . . and the means by which the Administration may most efficiently and effectively perform the responsibilities assigned to it by law and increase aviation safety." It is anticipated that the $2,000,000 already provided will be sufficient to complete the Commission's work.

NATIONAL TRANSPORTATION SAFETY BOARD

SALARIES AND EXPENSES

Appropriations, 1987	$22,240,000
(By transfer)	(315,000)
Budget estimate, 1988	23,560,000
House allowance	25,400,000
Committee recommendation	25,000,000

The Independent Safety Board Act of 1974 established the National Transportation Safety Board as an independent Federal agency to promote transportation safety by conducting independent accident investigations. In addition, the Act authorizes the Board to make safety recommendations, conduct safety studies, and oversee safety activities of other Government agencies involved in transportation. The Board also reviews appeals of adverse actions by the Department of Transportation with respect to airmen and seamen certificates and licenses.

The Board has no regulatory authority over the transportation industry. Thus, its effectiveness depends on its reputation for impartial and accurate accident reports, realistic and feasible safety recommendations, and on public confidence in its commitment to improving transportation safety.

The Committee recommends $25,000,000 for the National Transportation Safety Board, which is $1,440,000 more than the budget request and $400,000 less than the House allowance.

The budget proposed a reduction of 14 work-years from the level of 324 work-years funded in the current fiscal year. The Committee's recommendation and the House allowance restores this reduction and adds 23 work-years to the current level. According to testimony in this year's hearings, a staffing level of 347 work-years is the minimum necessary to provide satisfactory coverage of the Board's growing accident investigation and safety study workload, most notably in aviation where the number of near midair collisions, runway incursions, and controller errors continue to rise.

INTERSTATE COMMERCE COMMISSION

SALARIES AND EXPENSES

Appropriations, 1987	$46,802,000
(By transfer)	(53,000)
Budget estimate, 1988	47,979,000
House allowance	46,625,000
Committee recommendation	46,040,000

The Interstate Commerce Commission [ICC] is an independent agency created by Congress to regulate interstate transportation in order to ensure that the public has an adequate, efficient transportation system. In the motor carrier area, the ICC regulates rates, grants operating authority, regulates mergers and acquisitions, and develops policy associated with the Interstate Commerce Act, as amended by the Motor Carrier Act of 1980, the Household Goods Transportation Act of 1980, the Bus Regulatory Reform Act of 1982, and the Surface Freight Forwarder Deregulation Act of 1986. In the rail area, the ICC's authority encompasses the regulation of rates, mergers, acquisitions, construction, and abandonment of railway lines, and policy development associated with the Interstate Commerce Act, as amended by the Staggers Rail Act of 1980.

The bill includes an appropriation of $46,040,000 for the salaries and expenses of the Interstate Commerce Commission, which is $585,000 less than the House allowance and $1,939,000 less than the budget request.

Office	Fiscal year 1988 budget request	House allowance	Committee recommendations
Chairman	$618,000	$590,000	$590,000
Staff-years	7	7	7
Commissioners	$2,024,000	$1,950,000	$1,935,000
Staff-years	24	24	24
Satellite offices	$926,000	$890,000	$890,000
Staff-years	15	15	15
Secretary	$3,626,000	$3,600,000	$3,500,000
Staff-years	85	87	85
General Counsel	$2,026,000	$1,965,000	$1,940,000
Staff-years	27	27	27
Proceedings	$8,253,000	$8,025,000	$7,920,000
Staff-years	120	120	120
Hearings	$405,000	$385,000	$390,000
Staff-years	5	5	5
Public assistance	$1,102,000	$1,060,000	$1,055,000
Staff-years	15	15	15
Transportation Analysis	$2,397,000	$2,325,000	$2,300,000
Staff-years	28	28	28
Accounts	$4,621,000	$4,500,000	$4,440,000
Staff-years	65	65	65
Traffic	$3,434,000	$3,325,000	$3,280,000
Staff-years	70	70	70
Compliance and Consumer Assistance	$13,878,000	$13,525,000	$13,350,000
Staff-years	210	210	210

Office	Fiscal year 1988 budget request	House allowance	Committee recommendations
Managing Director	$4,669,000	$4,485,000	$4,450,000
Staff-years	77	77	77
Total	$47,979,000	$46,625,000	$46,040,000
Staff-years	748	750	748

The Committee directs, as it has in previous reports, that the Commission use normal reprogramming procedures should it propose to deviate in any way from the staff-year allocations or by more than 5 percent from the funding allocations listed above. The Committee's recommendations are based on expected administrative savings through less than requested standard level user charges and lower Federal employee retirement system contributions.

TRUCK DEREGULATION

The Committee directs the Commission to report to the Senate and House Appropriations Committees with official agency comments on the GAO report RCED–87–107, "Trucking Deregulation, Proposed Sunset of ICC's Trucking Regulatory Responsbilities." Because of the need for the Committee to receive the original GAO report by a particular date, ICC was not afforded the usual time and opportunity to make official agency comments before the release of a GAO report. The Committee would like the Commission's report/comments by December 31, 1987, and that the Commission's response update the fiscal year 1985 staff-year data.

RAILROAD ACCOUNTING PRINCIPLES BOARD

The Interstate Commerce Commission shall institute a proceeding on incorporating into regulatory standards findings of the Railroad Accounting Principles Board expressed in its two volume final report dated September 1, 1987.

The Commission should schedule the proceeding in a manner which allows for full public participation in a timetable for concluding the proceeding not later than March 31, 1988.

The process for incorporating the findings of the Railroad Accounting Principles Board into regulatory standards should place high priority on inclusion of a railroad productivity element in the railroad cost adjustment factor utilized by the Commission to adjust railroad rates. Such a productivity consideration could be adopted no later than the end of the second quarter in fiscal year 1989, and would be effective in determining the quarterly railroad rate adjustment applicable to the third quarter of fiscal year 1989, ending June 30, 1989. The timetable is dependent upon the number of submissions under the proceeding and the possibility of a number of public hearings. If the suggested timetable for concluding the proceeding on the findings of the Railroad Accounting Principles Board is not feasible, the Commission should so inform the Committees on Appropriations by March 1, 1988.

PAYMENTS FOR DIRECTED RAIL SERVICE

(LIMITATION ON OBLIGATIONS)

Limitations, 1987	($1,000,000)
Budget estimate, 1988	(500,000)
House allowance	(500,000)
Committee recommendation	(500,000)

Under the provisions of 49 U.S.C. 11125, when a rail carrier is in such financial trouble that it becomes impossible to continue its operations, the Commission is empowered to direct and pay another carrier to move that carrier's traffic for a period of up to 60 days, which can be extended for an additional 180 days if cause exists. In certain cases, the Commission's use of this authority has not resulted in any cost to the Federal Government. However, there have been several instances where the use of this authority has resulted in a liability for payment to an operating carrier by the Federal Government.

The Committee provides an obligation limitation of $500,000 for fiscal year 1988, even though no additional directed rail service is anticipated. In the event that such authority needs to be exercised by the Commission, proper and timely notification to Congress is required. The limitation is the same as the House allowance.

PANAMA CANAL COMMISSION

OPERATING EXPENSES

Appropriations, 1987	$414,783,000
Budget estimate, 1988	430,050,000
House allowance	422,950,000
Committee recommendation	419,512,000

The Panama Canal Commission is an agency of the executive branch of the U.S. Government established by the Panama Canal Act of 1979 (93 Stat. 452; 22 U.S.C. 3601 et seq.), to carry out the responsibilities of the United States under the Panama Canal Treaty of 1977. The authority of the President of the United States with respect to the Commission is exercised through the Secretary of Defense and the Secretary of the Army. The Commission is supervised by a nine-member Board; five members are nationals of the United States and four are Panamanians. Board members who are U.S. nationals are appointed with the advice and consent of the Senate.

Under the terms of the treaty, the Commission manages, operates, and maintains the Canal, its complementary works, installations, and equipment, and provides for the orderly transit of vessels through the Canal. The Commission will perform these functions until the treaty terminates on December 31, 1999, when the Republic of Panama will assume full responsibility for the Canal.

Under the Panama Canal Act of 1979, the Commission is expected to be financially self-sufficient and to make payments to the Republic of Panama as specified in the Panama Canal Treaty of 1977. The amount recommended includes $79,600,000 in payments to Panama consisting of a net tonnage payment of $59,600,000, a fixed annuity of $10,000,000, and a payment for public services of $10,000,000. No funds have been included for payments to Panama under article XIII, paragraph 4(c). These amounts are to be paid out of appropriations only to the extent that Canal operating revenues exceed expenditures of the Commission. Since the Committee does not anticipate that revenues will, in fact, exceed expenditures, no funds are recommended for this purpose.

The bill includes $419,512,000 for the operating expenses of the Panama Canal Commission, which is $10,538,000 less than the budget request, $3,438,000 less than the House allowance, and $4,729,000 more than the fiscal 1987 appropriation.

The reduction from the request reflects a later reestimation of canal toll revenues as well as budget constraints.

The amount provided includes funding for the 8,077 positions requested which is an increase of 57 positions over the fiscal 1987 level.

CAPITAL OUTLAY

Appropriations, 1987	$24,403,000
Budget estimate, 1988	37,000,000
House allowance	33,250,000
Committee recommendation	35,120,000

The Committee provides $35,120,000 for the Capital Outlay Program of the Commission. This amount is $1,879,850 less than the budget request and $1,870,000 more than the House allowance. The reduction from the request is based on a later assessment of the Commission's capital outlay requirements and budgetary pressures.

DEPARTMENT OF THE TREASURY

REBATE OF ST. LAWRENCE SEAWAY TOLLS

(HARBOR MAINTENANCE TRUST FUND)

Appropriations, 1987	$6,250,000
Budget estimate, 1988	10,800,000
House allowance	10,700,000
Committee recommendation	10,585,000

The Committee recommends $10,585,000 for the rebate of tolls paid by those commercial vessels using the St. Lawrence Seaway. This payment is required under the Water Resources Development Act of 1986, Public Law 99–662.

Appropriations action is required for rebates to be made.

U.S. RAILWAY ASSOCIATION

ADMINISTRATIVE EXPENSES

Appropriations, 1987	$2,200,000
Budget estimate, 1988	
House allowance	
Committee recommendation	

The U.S. Railway Association [USRA] was established in 1974 to restructure the bankrupt railroads of the Northeast. The Association developed a plan which resulted in the creation of the Consolidated Rail Corporation (Conrail) on April 1, 1976, bringing together the rail properties of the seven bankrupts into a single system. Since that time, USRA served as Conrail's banker and has monitored the Corporation's progress toward self-sufficiency for the Congress. The Association has also had primary responsibility for defending the Government's interest in the litigation over the value of the rail properties transferred to Conrail from the bankrupt estates.

The USRA went out of business Apirl 1, 1987, concurrent with Conrail being returned to the private sector. The balance of funds in this account was transferred to other transportation accounts in the Supplemental Appropriations Act, 1987, Public Law 100–71.

WASHINGTON METROPOLITAN AREA TRANSIT AUTHORITY

INTEREST PAYMENTS

Appropriations, 1987	$51,663,569
Budget estimate, 1988	51,663,569
House allowance	51,663,569
Committee recommendation	51,663,569

The full budget request of $51,663,569 for the Federal share of the interest payments on the bonded indebtedness of the Washington Metropolitan Area Transit Authority is recommended. This is the same as the House allowance and the budget request.

The bond repayment agreement between the Department of Transportation and the Authority establishes an overall two-thirds Federal and one-third local cost sharing arrangement. However, for the interest payments due on July 1, 1979 through July 1, 1982 the Federal Government was authorized to fund up to 85 percent of the cost. To the extent the Authority has utilized these additional Federal funds (up to 85 percent), repayment will be required no later than January 1993. Funding for the construction of the rail system is mentioned earlier in this report under the appropriation for the Urban Mass Transportation Administration.

TITLE III—GENERAL PROVISIONS

The Committee concurs with the general provisions that apply to the Department and agencies funded through this legislation in fiscal year 1988 as approved by the House in H.R. 2890, with the following deletions or changes:

CHANGES TO SELECTED HOUSE GENERAL PROVISIONS

Section 320. Amends House provision regarding the controller workforce.

Section 323. Freezes GSA rental payments.

Section 327 of House-passed bill. Deletes Long Island Railroad smoking ban.

Section 328 of House-passed bill. Deletes across-the-board cut.

Section 327. Amends the legislative ban on smoking on scheduled domestic air flights.

Section 328. New provision that directs that existing contracts be honored on track work for Amtrak's "Montrealer."

Section 329. New provision that allows a 65-miles-per-hour speed limit modification on highways that meet interstate standards that are not currently classified as interstates.

Section 330. New provision that allows previously appropriated funds to pay for Conrail commuter train expenses.

Section 331. New provision that clarifies the tax status of certain Amtrak activities.

Section 332. New provision that makes a technical correction to surface transportation authorization bill.

Section 333. New provision that declares the Union Canal a nonnavigable waterway.

Section 334. New provision that allows the transfer of up to 5 percent among OST accounts.

Section 335. New provision that restricts FAA property transfers and additional funds for Atlantic City Airport.

Section 336. New provision that releases restrictions on Postal Service property to facilitate transfer to Honolulu Airport.

Section 337. New provision that allows Hawaii to be reimbursed for cost of land acquired for Honolulu Airport.

Section 338. New provision that extends the Wyoming truck demonstration project.

COMPLIANCE WITH PARAGRAPH 7, RULE XVI, OF THE STANDING RULES OF THE SENATE

Paragraph 7 of rule XVI requires that Committee reports on general appropriations bills identify each Committee amendment to the House bill "which proposes an item of appropriation which is not made to carry out the provisions of an existing law, a treaty stipulation, or an act or resolution previously passed by the Senate during that session."

The Committee recommends, in its amendments to H.R. 2890, appropriations for the Research and Special Programs Administration, the Federal Aviation Administration, the U.S. Coast Guard, and certain programs of the Federal Railroad Administration for which authorizations have not yet passed the Senate this session, or which lack an enacted authorization.

COMPLIANCE WITH PARAGRAPH 12, RULE XXVI OF THE STANDING RULES OF THE SENATE

Paragraph 12 of rule XXVI requires that Committee reports on a bill or joint resolution repealing or amending any statute or part of any statute include "(a) the text of the statute or part thereof which is proposed to be repealed; and (b) a comparative print of that part of the bill or joint resolution making the amendment and of the statute or part thereof proposed to be amended, showing by stricken-through type and italics, parallel columns, or other appropriate typographical devices the omissions and insertions which would be made by the bill or joint resolution if enacted in the form recommended by the committee."

In compliance with this rule, the following changes in existing law proposed to be made by the bill are shown as follows: existing law to be omitted is enclosed in black brackets; new matter is printed in italic; and existing law in which no change is proposed is shown in roman.

Section 5532(f)(2) of title V, United States Code, is amended as follows:

> (2) The provisions of paragraph (1) of this subsection shall be in effect for any period ending not later than [December 31, 1987] *December 31, 1988,* during which the Administrator, Federal Aviation Administration, or the Secretary of Defense determines that there is an unusual shortage of air traffic controllers performing duties under the administrative authority of such Administrator or such Secretary, respectively.

Section 8344(h) of title V, United States Code, is amended as follows:

> (2) Paragraph (1) of this subsection shall apply only in the case of any annuitant receiving an annuity from the Fund who, before [April 1, 1986] *April 1, 1987,* applied for retirement or separated from the service while being entitled to an annuity under this chapter.

Section 17 of the Urban Mass Transportation Act, as amended, is amended by adding a new section as follows:

(e) Sums authorized under section 17(f) of the Urban Mass Transportation Act, as amended shall also be used to cover costs incurred since 1978 by such States, bodies and agencies as a result of the discontinuation of Conrail commuter rail services under section 1136 of the Northeast Rail Services Act of 1981. Eligible cost shall include but not be limited to additional costs incurred as a result of the assumption of commuter rail service and all liabilities assumed by such States, bodies, and agencies as a result of agreements with Conrail. The Federal share of any cost covered under this provision shall be 100 percent.

The Rail Passenger Services Act (45 U.S.C. 501 et seq.) is amended by inserting immediately after section 501(c)(3) the following new subsection:

"(c)(4) Commuter authorities shall be exempt from the payment of any taxes or other fees to the same extent as the corporation is exempt: Provided, That the commuter authority could have contracted with Amtrak Commuter, is a direct operator of commuter service, and that the direct operation of such service was initiated on January 1, 1983. Such exemption shall be effective as of January 1, 1983.".

Section 149(b)(82) of the Surface Transportation and Uniform Relocation Assistance Act of 1987 is amended as follows:

(82) subsection (a)(82) **[**$1,800,000**]** *$500,000*;

Section 149(b)(83) of the Surface Transportation and Uniform Relocation Assistance Act of 1987 is amended as follows:

(83) subsection (a)(83) **[**$500,000**]** *$1,800,000*;

Section 404 of the Federal Aviation Act of 1958 (49 U.S.C. 1374) is amended by adding at the end thereof the following new subsection:

"Prohibition Against Smoking on Scheduled Flights and Tampering with Smoke Alarm Devices

"(d)(1)(A) On and after the date of expiration of the 4-month period following the date of the enactment of this subsection, it shall be unlawful to smoke in the passenger cabin or lavatory on any scheduled airline flight in intrastate, interstate, or overseas air transportation, if such flight is scheduled for 2 hours or less in duration.

"(B) The Secretary of Transportation shall issue such regulations as may be necessary to carry out the provisions of this subsection.

"(C) The provisions of paragraph (1) of this subsection are repealed effective on the expiration of the 40-month period following the date of the enactment of this subsection.

"(2) Any passenger who tampers with, disables, or destroys any smoke alarm device located in any restroom aboard an aircraft engaged in air transportation or intrastate air transportation shall be subject to a civil penalty in accordance with

section 901, except that such civil penalty may be imposed in an amount up to $2,000.".

(b) The portion of the table of contents of the Federal Aviation Act of 1958 under the heading:

"Sec. 404. Rates for carriage of persons and property; duty to provide service, rates, and division; foreign air transportation rates; discrimination;"

is amended by adding at the end thereof the following:

"(d) Prohibition against smoking on scheduled flights and tampering with smoke alarm devices.".

Section 106 of title 23 United States Code is amended by adding at the end thereof the following new subsection:

Any project approval under section 106, title 23, United States Code, shall not be withheld under sections 154(a) and 141(a) of title 23, United States Code, with respect to a highway, having a maximum speed limit of sixty-five miles per hour and located outside an urbanized area of fifty thousand population, which is either—

(1) constructed to interstate standards in accordance with section (109(b) of title 23, United States Code; or

(2) a divided four-lane fully controlled access highway constructed to design and construction standards as determined by the Secretary of Transportation which provide a facility adequate for a speed limit of sixty-five miles per hour.

BUDGETARY IMPACT OF BILL

PREPARED BY THE CONGRESSIONAL BUDGET OFFICE PURSUANT TO SEC. 308(a), PUBLIC LAW 93-344, AS AMENDED

[In millions of dollars]

	Budget authority		Outlays	
	Committee allocation	Amount in bill	Committee allocation	Amount in bill
Comparison of amounts in the bill with the Committee allocation to its subcommittees of amounts in the First Concurrent Resolution for 1988: Subcommittee on Transportation and Related Agencies	11.20	11,104	27.44	[1] 27,434
Projections of outlays associated with budget authority recommended in the bill:				
1988				[2] 9,903
1989				9,522
1990				3,500
1991				1,568
1992 and future year				1,558
Financial assistance to State and local governments for 1988 in the bill		2,200		672
	Direct loans		Loan guarantees	
Credit authority estimates, fiscal year 1988	0.09	61		

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[1] Includes outlays from prior-year budget authority.

[2] Excludes outlays from prior-year budget authority.

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1987 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1988

[Amounts in dollars]

Item (1)	1987 appropriation (2)	Budget estimate (3)	House allowance (4)	Committee recommendation (5)	Senate committee recommendation compared with (+ or -)		
					1987 appropriation (6)	Budget estimate (7)	House allowance (8)
TITLE I - DEPARTMENT OF TRANSPORTATION							
Office of the Secretary							
Salaries and expenses	51,000,000	56,991,000	38,850,000	53,600,000	+2,600,000	-3,391,000	+14,750,000
(By transfer)	(1,013,000)	---	(16,000,000)	---	(-1,013,000)	---	(-16,000,000)
Transportation planning, research, and development	3,349,000	7,500,000	---	---	-3,349,000	-7,500,000	---
(By transfer)	(650,000)	---	(5,000,000)	(4,900,000)	(+4,250,000)	(+4,900,000)	(-100,000)
Working capital fund	---	3,915,000	2,000,000	1,900,000	+1,900,000	-2,015,000	-100,000
(Limitation on working capital fund)	(65,500,000)	(149,469,000)	(135,000,000)	(134,527,000)	(+69,027,000)	(-14,942,000)	(-473,000)
Payments to air carriers	30,000,000	---	38,000,000	32,000,000	+2,000,000	+32,000,000	-6,000,000
Total, Office of the Secretary	84,349,000	68,406,000	78,850,000	87,500,000	+3,151,000	+19,094,000	+8,650,000
Coast Guard							
Operating expenses	1,797,000,000	1,964,813,000	1,879,400,000	1,952,731,000	+155,731,000	-12,082,000	+73,331,000
(By transfer)	(18,943,200)	---	---	---	(-18,943,200)	---	---
Acquisition, construction, and improvements	298,000,000	277,893,000	260,000,000	270,600,000	-27,400,000	-7,293,000	+10,600,000
Alteration of bridges	---	---	1,000,000	990,000	+990,000	+990,000	-10,000
Retired pay	364,000,000	386,700,000	386,700,000	386,700,000	+22,700,000	---	---
Reserve training	64,400,000	69,142,000	66,300,000	65,500,000	+1,100,000	-3,642,000	-800,000
(By transfer)	(1,200,000)	---	---	---	(-1,200,000)	---	---
Research, development, test, and evaluation	20,000,000	20,119,000	20,000,000	19,700,000	-300,000	-419,000	-300,000
Offshore oil pollution compensation fund	1,000,000	---	---	---	-1,000,000	---	---
(Limitation on obligations)	(60,000,000)	(60,000,000)	(60,000,000)	(60,000,000)	---	---	---

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1987 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1988—Continued

[Amounts in dollars]

Item (1)	1987 appropriation (2)	Budget estimate (3)	House allowance (4)	Committee recommendation (5)	Senate committee recommendation compared with (+ or −) 1987 appropriation (6)	Budget estimate (7)	House allowance (8)
Deepwater port liability fund	1,000,000	---	---	---	-1,000,000	---	---
(Limitation on obligations)	(50,000,000)	(50,000,000)	(50,000,000)	(50,000,000)	---	---	---
Boat safety:							
(Limitation on obligations)	(30,000,000)	(15,000,000)	(15,000,000)	(30,000,000)	---	(+15,000,000)	(+15,000,000)
(Liquidation of contract authorization)	(30,000,000)	(15,000,000)	(15,000,000)	(30,000,000)	---	(+15,000,000)	(+15,000,000)
Total, Coast Guard	2,545,400,000	2,718,667,000	2,613,400,000	2,696,221,000	+150,821,000	-22,446,000	+82,821,000
Federal Aviation Administration							
Headquarters administration	34,500,000	38,113,000	37,500,000	37,000,000	+2,500,000	-1,113,000	-500,000
(By transfer)	(621,000)	---	---	---	(-621,000)	---	---
Operations	2,900,381,000	3,248,288,000	3,257,550,000	3,236,602,000	+336,221,000	-11,686,000	-20,948,000
(By transfer)	(31,619,000)	(61,537,000)	(10,000,000)	(10,000,000)	(-21,619,000)	(-51,537,000)	---
Subtotal, Operations and headquarters administration	2,934,881,000	3,286,401,000	3,295,050,000	3,273,602,000	+338,721,000	-12,799,000	-21,448,000
Facilities and equipment (Airport and Airway Trust Fund)	804,584,000	1,350,000,000	1,170,000,000	1,258,000,000	+453,416,000	-92,000,000	+88,000,000
(By transfer)	(1,914,000)	---	---	---	(-1,914,000)	---	---
Research, engineering, and development (Airport and Airway Trust Fund)	141,700,000	150,000,000	161,500,000	165,000,000	+23,300,000	+15,000,000	+3,500,000
Grants-in-aid for airports:							
(Limitation on obligations)	(1,025,000,000)	(1,017,000,000)	(1,720,000,000)	(1,335,500,000)	(+310,500,000)	(+318,500,000)	(-384,500,000)

(Liquidation of contract authorization) (Airport and Airway Trust Fund)	(1,020,000,000)	(950,000,000)	(1,030,000,000)	(1,063,000,000)	(+43,000,000)	(+113,000,000)	(+33,000,000)
Operation and maintenance, Metropolitan Washington Airports	35,000,000	---	---	---	-35,000,000	---	---
Construction, Metropolitan Washington Airports	7,000,000	---	---	---	-7,000,000	---	---
Aircraft purchase loan guarantee program (borrowing authority)	(75,000,000)	(75,000,000)	(60,000,000)	(60,000,000)	(-15,000,000)	(-15,000,000)	---
Aircraft purchase loan guarantee program	16,414,056	---	---	---	-16,414,056	---	---
Portion applied to debt reduction	-15,691,000	---	---	---	+15,691,000	---	---
Total, Federal Aviation Administration	3,923,888,056	4,786,401,000	4,626,550,000	4,696,602,000	+772,713,944	-89,799,000	+70,052,000
Federal Highway Administration							
(Limitation on general operating expenses)	(205,550,000)	(220,140,000)	(215,350,000)	(212,248,000)	(+6,698,000)	(-7,892,000)	(-3,102,000)
Highway safety research and development (Highway Trust Fund)	7,000,000	---	7,000,000	---	-7,000,000	---	-7,000,000
Highway-related safety grants:							
(Limitation on obligations)	(10,000,000)	(10,000,000)	(10,000,000)	(9,900,000)	(-100,000)	(-100,000)	(-100,000)
(Liquidation of contract authorization) (Highway Trust Fund)	(12,000,000)	(10,000,000)	(10,000,000)	(10,000,000)	(-2,000,000)	---	---
Railroad-highway crossings demonstration projects	11,750,000	---	14,000,000	2,470,000	-9,280,000	+2,470,000	-11,530,000
Federal-aid highways (Highway Trust Fund):							
(Limitation on obligations)	(12,350,000,000)	(12,787,000,000)	(12,500,000,000)	(12,220,000,000)	(-130,000,000)	(-567,000,000)	(-280,000,000)
(Liquidation of contract authorization)	(13,130,000,000)	(13,400,000,000)	(13,400,000,000)	(13,400,000,000)	(+270,000,000)	---	---
Right-of-way Revolving Fund (limitation on direct loans) (Highway Trust Fund)	(47,850,000)	(47,850,000)	(47,850,000)	(47,850,000)	---	---	---
Motor carrier safety	19,515,000	24,744,000	24,000,000	23,740,000	+4,225,000	-1,004,000	-260,000
(By transfer)	(800,000)	---	---	---	(-800,000)	---	---
Motor carrier safety grants (Highway Trust Fund)	16,269,000	---	---	---	-16,269,000	---	---
(Limitation on obligations)	---	---	(50,000,000)	(49,465,000)	(+49,465,000)	(+49,465,000)	(-535,000)
(Liquidation of contract authority)	(35,000,000)	(50,000,000)	(50,000,000)	(50,000,000)	(+15,000,000)	---	---
Access highways to public recreation areas on certain lakes	5,000,000	---	---	1,880,000	-3,120,000	+1,880,000	+1,880,000
Baltimore-Washington Parkway (Highway Trust Fund)	8,000,000	---	15,000,000	---	-8,000,000	---	-15,000,000
(By transfer)	(2,000,000)	---	---	---	(-2,000,000)	---	---
Waste isolation pilot project roads	10,000,000	---	---	16,320,000	+6,320,000	+16,320,000	+16,320,000

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1987 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1988—Continued

[Amounts in dollars]

Item (1)	1987 appropriation (2)	Budget estimate (3)	House allowance (4)	Committee recommendation (5)	Senate committee recommendation compared with (+ or −)		
					1987 appropriation (6)	Budget estimate (7)	House allowance (8)
Airport-highway demonstration project	1,887,000	---	---	---	-1,887,000	---	---
Expressway gap closing demonstration project	6,200,000	---	8,300,000	---	-6,200,000	---	-8,300,000
Intermodal urban demonstration project (Highway Trust Fund)	10,000,000	---	10,000,000	---	-10,000,000	---	-10,000,000
Highway safety and economic development demonstration projects (Highway Trust Fund)	10,000,000	---	10,000,000	4,950,000	-5,050,000	+4,950,000	-5,050,000
(By transfer)	(5,000,000)	---	---	---	(-5,000,000)	---	---
Airport access demonstration project (Highway Trust Fund)	4,000,000	---	---	---	-4,000,000	---	---
Highway safety improvement demonstration project (Highway Trust Fund)	4,800,000	---	2,000,000	---	-4,800,000	---	-2,000,000
(By transfer)	(2,000,000)	---	---	---	(-2,000,000)	---	---
Highway-railroad grade crossing safety demonstration project (Highway Trust Fund)	2,000,000	---	10,000,000	---	-2,000,000	---	-10,000,000
(By transfer)	(2,000,000)	---	---	---	(-2,000,000)	---	---
Nuclear waste transportation safety demonstration project (Highway Trust Fund)	2,000,000	---	---	---	-2,000,000	---	---
Theodore Roosevelt Bridge capacity improvements (Highway Trust Fund)	1,500,000	---	---	---	-1,500,000	---	---
Airport access highway demonstration project (Highway Trust Fund)	2,500,000	---	---	---	-2,500,000	---	---
Bridge improvement demonstration project	---	---	5,000,000	---	---	---	-5,000,000
Vehicular and pedestrian safety demonstration project	---	---	7,000,000	---	---	---	-7,000,000
(By transfer)	(5,000,000)	---	---	---	(-5,000,000)	---	---
Highway bridge relocation demonstration project	---	---	2,600,000	---	---	---	-2,600,000
Highway bypass demonstration project	---	---	2,000,000	---	---	---	-2,000,000

Highway widening and improvement demonstration project	---	---	2,500,000	---	---	---	-2,500,000
Corridor Safety Improvement Project (Highway Trust Fund)	---	---	---	4,950,000	+4,950,000	+4,950,000	+4,950,000
Total, Federal Highway Administration	122,421,000	24,744,000	119,400,000	54,310,000	-68,111,000	+29,566,000	-65,090,000
National Highway Traffic Safety Administration							
Operations and research	89,939,000	90,008,000	96,750,000	89,920,000	-19,000	-88,000	-6,830,000
(By transfer)	(6,000,000)	---	---	---	(-6,000,000)	---	---
Highway traffic safety grants:							
State and community highway safety (limitation on obligations)	(121,060,000)	(110,000,000)	(121,000,000)	(124,650,000)	(+3,590,000)	(+14,650,000)	(+3,650,000)
Alcohol safety incentive grants: (Limitation on obligations)	(16,150,000)	(17,900,000)	(14,400,000)	(14,245,000)	(-1,905,000)	(-3,655,000)	(-155,000)
(Liquidation of contract authorization) (Highway Trust Fund)	(127,000,000)	(127,900,000)	(133,000,000)	(135,000,000)	(+8,000,000)	(+7,100,000)	(+2,000,000)
Rescission	-5,000,000	---	---	---	+5,000,000	---	---
Total, National Highway Traffic Safety Administration	84,939,000	90,008,000	96,750,000	89,920,000	+4,981,000	-88,000	-6,830,000
Federal Railroad Administration							
Office of the Administrator	23,375,000	3,467,000	19,400,000	23,830,000	+455,000	+20,363,000	+4,430,000
(By transfer)	(3,700,000)	(16,000,000)	---	---	(-3,700,000)	(-16,000,000)	---
Railroad safety	27,165,000	9,299,000	28,825,000	29,770,000	+2,605,000	+20,471,000	+945,000
(By transfer)	(535,000)	(31,350,000)	---	---	(-535,000)	(-31,350,000)	---
Railroad research and development	9,581,000	---	10,000,000	9,775,000	+194,000	+9,775,000	-225,000
Northeast corridor improvement program	16,962,000	---	27,000,000	24,730,000	+7,768,000	+24,730,000	-2,270,000
Grants to the National Railroad Passenger Corporation	594,791,000	---	614,000,000	595,555,000	+764,000	+595,555,000	-18,445,000
(By transfer)	(12,209,000)	---	---	---	(-12,209,000)	---	---
Railroad Rehabilitation and Improvement Financing Funds	13,290,000	---	---	---	-13,290,000	---	---
Portion applied to debt reduction	-12,500,000	---	---	---	+12,500,000	---	---
(Railroad loan sale)	---	(206,000,000)	(240,000,000)	(240,000,000)	(+240,000,000)	(+34,000,000)	---
Redeemable preference shares	6,500,000	---	---	---	-6,500,000	---	---

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1987 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1988—Continued

[Amounts in dollars]

Item	1987 appropriation	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or −)		
					1987 appropriation	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Conrail commuter transition assistance	5,000,000	---	---	---	-5,000,000	---	---
Settlements of railroad litigation	62,142,278	---	---	---	-62,142,278	---	---
Portion applied to debt reduction	-56,928,495	---	---	---	+56,928,495	---	---
(Appropriation for debt reduction)	---	---	(38,950,246)	(38,950,246)	(+38,950,246)	(+38,950,246)	---
Total, Federal Railroad Administration	689,377,783	12,766,000	699,225,000	683,660,000	-5,717,783	+670,894,000	-15,565,000
Urban Mass Transportation Administration							
Administrative expenses	31,000,000	---	33,850,000	33,210,000	+2,210,000	+33,210,000	-640,000
(By transfer)	(300,000)	---	---	---	(-300,000)	---	---
Research, training, and human resources	17,400,000	---	11,150,000	12,860,000	-4,540,000	+12,860,000	+1,710,000
(By transfer)	---	---	(4,000,000)	---	---	---	(-4,000,000)
Formula grants	2,000,000,000	---	1,870,000,000	1,785,690,000	-214,310,000	+1,785,690,000	-84,310,000
Formula transit grants:							
(Limitation of obligations)	---	(1,374,000,000)	---	---	---	(-1,374,000,000)	---
(Liquidation of contract authorization)	---	(500,000,000)	---	---	---	(-500,000,000)	---
Discretionary grants (Highway Trust Fund):							
(Limitation on obligations)	(1,002,500,000)	---	(1,200,000,000)	(1,187,160,000)	(+184,660,000)	(+1,187,160,000)	(-12,840,000)
Mass transit capital fund (Highway Trust Fund):							
(Liquidation of contract authorization)	(1,100,000,000)	(600,000,000)	(1,100,000,000)	(1,100,000,000)	---	(+500,000,000)	---
Interstate transfer grants - transit	200,000,000	---	130,000,000	128,610,000	-71,390,000	+128,610,000	-1,390,000
Washington Metro	201,119,500	130,000,000	201,119,500	183,000,000	-18,119,500	+53,000,000	-18,119,500
Total, Urban Mass Transportation Administration	2,449,519,500	130,000,000	2,246,119,500	2,143,370,000	-306,149,500	+2,013,370,000	-102,749,500

Saint Lawrence Seaway Development Corporation							
(Limitation on administrative expenses)	(1,985,000)	(2,136,000)	(2,100,000)	(2,100,000)	(+115,000)	(-36,000)	---
Eisenhower lock repair	2,000,000	---	---	---	-2,000,000	---	---
Operations and maintenance (Harbor Maintenance Trust Fund)	4,000,000	11,665,000	11,500,000	11,375,000	+7,375,000	-290,000	-125,000
Total, Saint Lawrence Seaway Development Corporation	6,000,000	11,665,000	11,500,000	11,375,000	+5,375,000	-290,000	-125,000
Research and Special Programs Administration							
Research and special programs	19,950,000	13,039,000	12,900,000	13,367,000	-6,583,000	+328,000	+467,000
(By transfer)	(250,000)	---	---	---	(-250,000)	---	---
Pipeline safety (pipeline safety fund)	---	9,604,000	9,200,000	9,400,000	+9,400,000	-204,000	+200,000
Total, Reseach and Special Programs Administration	19,950,000	22,643,000	22,100,000	22,767,000	+2,817,000	+124,000	+667,000
Office of the Inspector General							
Salaries and expenses	27,200,000	30,100,000	29,300,000	28,828,000	+1,628,000	-1,272,000	-472,000
(By transfer)	(754,400)	---	---	---	(-754,400)	---	---
Total, title I, Department of Transportation:							
New budget (obligational) authority (net)	9,953,044,339	7,895,400,000	10,543,194,500	10,514,553,000	+561,508,661	+2,619,153,000	-28,641,500
Appropriations	(10,043,163,834)	(7,895,400,000)	(10,543,194,500)	(10,514,553,000)	(+471,389,166)	(+2,619,153,000)	(-28,641,500)
Appropriations for debt reduction	(-85,119,495)	---	---	---	(+85,119,495)	---	---
Rescission	(-5,000,000)	---	---	---	(+5,000,000)	---	---
(By transfer)	(96,508,600)	(108,887,000)	(35,000,000)	(14,900,000)	(-81,608,600)	(-93,987,000)	(-20,100,000)
(Limitations on general operating and administrative expenses)	(207,535,000)	(222,276,000)	(217,450,000)	(214,348,000)	(+6,813,000)	(-7,928,000)	(-3,102,000)
(Limitations on obligations)	(14,664,710,000)	(15,440,900,000)	(15,740,400,000)	(15,080,920,000)	(+416,210,000)	(-359,980,000)	(-659,480,000)
(Limitations on direct loans)	(47,850,000)	(47,850,000)	(47,850,000)	(47,850,000)	---	---	---
(Limitation on working capital fund)	(65,500,000)	(149,469,000)	(135,000,000)	(134,527,000)	(+69,027,000)	(-14,942,000)	(-473,000)

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1987 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1988—Continued

[Amounts in dollars]

Item (1)	1987 appropriation (2)	Budget estimate (3)	House allowance (4)	Committee recom-mendation (5)	Senate committee recommendation compared with (+ or −) 1987 appropriation (6)	Budget estimate (7)	House allowance (8)
(Liquidation of contract authorization).....	(15,454,000,000)	(15,652,900,000)	(15,738,000,000)	(15,788,000,000)	(+334,000,000)	(+135,100,000)	(+50,000,000)
(Borrowing authority)......................	(75,000,000)	(75,000,000)	(60,000,000)	(60,000,000)	(-15,000,000)	(-15,000,000)	---
TITLE II - RELATED AGENCIES							
Architectural and Transportation Barriers Compliance Board							
Salaries and expenses..............................	1,890,000	2,040,000	2,000,000	1,970,000	+80,000	-70,000	-30,000
Aviation Safety Commission							
Salaries and expenses..............................	2,000,000	---	---	---	-2,000,000	---	---
National Transportation Safety Board							
Salaries and expenses..............................	22,240,000	23,560,000	25,400,000	25,000,000	+2,760,000	+1,440,000	-400,000
(By transfer)..................................	(315,000)	---	---	---	(-315,000)	---	---
Interstate Commerce Commission							
Salaries and expenses..............................	46,802,000	47,979,000	46,625,000	46,040,000	-762,000	-1,939,000	-585,000
(By transfer)..................................	(53,000)	---	---	---	(-53,000)	---	---
Payments for directed rail service (limitation on obligations).....................................	(1,000,000)	(500,000)	(500,000)	(500,000)	(-500,000)	---	---

Panama Canal Commission							
Operating expenses	414,783,000	430,050,000	422,950,000	419,512,000	+4,729,000	-10,538,000	-3,438,000
Capital outlay	24,403,000	37,000,000	33,250,000	35,120,000	+10,717,000	-1,880,000	+1,870,000
Total, Panama Canal Commission	439,186,000	467,050,000	456,200,000	454,632,000	+15,446,000	-12,418,000	-1,568,000
Department of the Treasury							
Rebate of St. Lawrence Seaway tolls (Harbor Maintenance Trust Fund)	6,250,000	10,800,000	10,700,000	10,585,000	+4,335,000	-215,000	-115,000
United States Railway Association							
Administrative expenses	2,200,000	---	---	---	-2,200,000	---	---
Washington Metropolitan Area Transit Authority							
Interest payments	51,663,569	51,663,569	51,663,569	51,663,569	---	---	---
Total, title II, related agencies:							
New budget (obligational) authority	572,231,569	603,092,569	592,588,569	589,890,569	+17,659,000	-13,202,000	-2,698,000
(Limitation on obligations)	(1,000,000)	(500,000)	(500,000)	(500,000)	(-500,000)	---	---
TITLE III - GENERAL REDUCTION							
Appropriations	---	---	-214,321,661	---	---	---	+214,321,661
(By transfer)	---	---	(-700,000)	---	---	---	(+700,000)
(Limitations on general operating and administrative expenses)	---	---	(-4,349,000)	---	---	---	(+4,349,000)
(Limitations on obligations)	---	---	(-314,818,000)	---	---	---	(+314,818,000)
(Limitations on direct loans)	---	---	(-957,000)	---	---	---	(+957,000)
(Limitation on working capital fund)	---	---	(-2,700,000)	---	---	---	(+2,700,000)
(Appropriations to liquidate contract authorizations)	---	---	(-314,760,000)	---	---	---	(+314,760,000)

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1987 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1988—Continued

[Amounts in dollars]

Item (1)	1987 appropriation (2)	Budget estimate (3)	House allowance (4)	Committee recommendation (5)	Senate committee recommendation compared with (+ or -)		
					1987 appropriation (6)	Budget estimate (7)	House allowance (8)
RECAPITULATION							
Grand total:							
New budget (obligational) authority (net)...	10,525,275,908	8,498,492,569	10,921,461,408	11,104,443,569	+579,167,661	+2,605,951,000	+182,982,161
Appropriations..........................	(10,615,395,403)	(8,498,492,569)	(10,921,461,408)	(11,104,443,569)	(+489,048,166)	(+2,605,951,000)	(+182,982,161)
Appropriations for debt reduction.......	(-85,119,495)	---	---	---	(+85,119,495)	---	---
Rescission..............................	(-5,000,000)	---	---	---	(+5,000,000)	---	---
(By transfer)............................	(96,876,600)	(108,887,000)	(34,300,000)	(14,900,000)	(-81,976,600)	(-93,987,000)	(-19,400,000)
(Limitations on general operating and administrative expenses)..................	(207,535,000)	(222,276,000)	(213,101,000)	(214,348,000)	(+6,813,000)	(-7,928,000)	(+1,247,000)
(Limitations on obligations)................	(14,665,710,000)	(15,441,400,000)	(15,426,082,000)	(15,081,420,000)	(+415,710,000)	(-359,980,000)	(-344,662,000)
(Limitations on direct loans)...............	(47,850,000)	(47,850,000)	(46,893,000)	(47,850,000)	---	---	(+957,000)
(Limitation on working capital fund)........	(65,500,000)	(149,469,000)	(135,000,000)	(134,527,000)	(+69,027,000)	(-14,942,000)	(-473,000)
(Appropriations to liquidate contract authorizations)...........................	(15,454,000,000)	(15,652,900,000)	(15,423,240,000)	(15,788,000,000)	(+334,000,000)	(+135,100,000)	(+364,760,000)